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ABSTRACT

This report updates and expands two earlier editions which describe Federal programs which affect children and their families. An introductory section discusses and presents tables of data concerning target groups and participation in the programs; program administration; and program funding. The bulk of the report consists of profiles of approximately 125 Federal programs, including: (1) programs that provide income to children and their families, such as pensions and tax benefits; (2) nutrition programs, including food stamps and school food programs; (3) social service programs aimed at a variety of problems and groups of children; (4) education and training programs for children and youth from preschool through secondary education; (5) health programs; and (6) housing programs for low and moderate income families. Each profile describes the program's function and operation; discusses the program's authorization, and the nature and amount of its funding; and presents data on participation in the program. Appendixes include an analysis of funding trends and inflation; Government Accounting Office reports and evaluations on issues affecting children; and the views of the minority Republican members of the Committee concerning the content of the report. (BC)

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FEDERAL PROGRAMS AFFECTING CHILDREN AND THEIR FAMILIES, 1990

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A REPORT

together with

ADDITIONAL MINORITY VIEWS

OF THE

SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

December 21, 1990.—Pursuant to House Resolution 84, referred jointly to the Committees on Ways and Means; Post Office and Civil Service; Armed Services; Veterans' Affairs; Education and Labor; Agriculture; Energy and Commerce; the Judiciary; Interior and Insular Affairs; and Banking, Finance and Urban Affairs and ordered to be printed

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LETTER OF TRANSMITTAL

Select Committee on
Children, Youth, and Families,
Washington, DC, December 21, 1990.

Hon. Donnald K. Anderson,
Clerk, House of Representatives, Washington, DC.

Dear Mr. Anderson: We are pleased to transmit the enclosed four reports entitled "Report on the Activities for the Year 1989 of the Select Committee on Children, Youth, and Families, 101st Congress, First Session," "Federal Programs Affecting Children and Their Families, 1990," "Opportunities for Success: Cost-Effective Programs for Children, Update, 1990," and "Respite Care: A Listing of Resources."

These documents are transmitted in accordance with Title II, Section 206(a) of H. Res. 84, and, in addition to reports entitled "U.S. Children and Their Families: Current Conditions and Recent Trends, 1989," "No Place to Call Home: Discarded Children in America," and "Children's Well-Being: An International Comparison" which were submitted earlier, summarize some of the major findings of the Committee during the First and Second Sessions of the 101st Congress.

A final document, "Activities Report for the Year 1990 of the Select Committee on Children, Youth, and Families, 101st Congress, Second Session," will follow.

Respectfully submitted.

Sincerely,

George Miller, *Chairman.*

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Mary Coleman and Dawn Nuschler are responsible for the production and much of the editing and management of this report.

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LETTER OF SUBMITTAL

January 23, 1990

Honorable George Miller, Chairman
Honorable Thomas Bliley, Ranking Minority Member
Select Committee on Children, Youth, and Families
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Miller and Mr. Bliley:

In response to your request, I am pleased to submit the report, "Federal Programs for Children and Their Families." This report updates and expands earlier reports we have prepared for you on these programs. The report provides basic information on about 125 programs including descriptions of services and benefits, funding mechanisms and levels, and participation. In addition, the report includes an overview which summarizes major features of these programs. Several tables outline characteristics of beneficiaries, administration, and funding features of all the programs. Appendices contain an analysis of funding trends and inflation and a listing of General Accounting Office reports and evaluations related to programs for children.

Sharon House coordinated the report. Richard Rimkunas prepared the analyses related to program funding. Thirty-four additional analysts prepared descriptions of the individual programs and provided advice on the overview. Mary Coleman and Dawn Nuschler were responsible for the secretarial production of the report. Kathryn G. Allen of the General Accounting Office was responsible for the appendix listing General Accounting Office reports and evaluations.

We hope this report will serve the needs of your committee as well as those of other committees and Members of Congress concerned with Federal programs affecting children.

Sincerely,

Joseph E. Ross
Director

Enclosure

FOREWORD

Federal Programs Affecting Children and Their Families, 1990 updates and expands two earlier editions of this guidebook to Federal programs which directly touch the lives of America's children and their families. As part of its mission to improve available information, the Select Committee on Children, Youth, and Families initiated this series in 1984 and reissued it in 1987.

These reports have served as benchmarks in the Committee's ongoing assessment of the conditions of America's children and families, and policies and programs that address them. Our continuing examination has documented rapid and sweeping demographic, social and economic changes that have altered families' landscapes and, consequently, have profound implications for policy. These changes range from sustained child poverty, new family arrangements and changed workforce patterns to the crises of homelessness, substance abuse, school failure, child abuse and family violence. In many instances, these shifts have generated problems which are increasingly complex, pervasive and difficult to address.

Since the first issuance of this report, Congress has increased its awareness of these issues and has identified some strategies that promise success. Some small new programs have been created and some existing programs modified. Although often not keeping up with inflation or sufficient to reach all eligible participants at their level of need, spending has increased for some programs.

The most salient finding of the Committee's review to date, then, is that deteriorating conditions have far outpaced the federal government's policy or programmatic response. In addition, many new resources and program initiatives have been oriented toward critical crisis intervention rather than toward ensuring families' long-term economic security or preventing crises from occurring in the first place.

This updated report, prepared by the Congressional Research Service at our request, is more than a catalogue. A considerably fuller and more analytic introductory section makes this program guide easier to use and comprehend than its predecessors. In so doing, this report furthers the Committee's goal of providing Congress with the broadest current information on Federal programs and policies affecting children, youth, and families.

We hope that this updated reference, like the earlier volumes, will be a tool for Congress, as well as for others who care about children and families in this country.

(Signed)

GEORGE MILLER
Chairman

THOMAS J. BLILEY, JR.
Ranking Minority Member

XII

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FEDERAL PROGRAMS AFFECTING CHILDREN AND THEIR FAMILIES, 1990

Prepared at the Request of the
Select Committee on Children, Youth, and Families
U.S. House of Representatives

Prepared by
the Congressional Research Service
Sharon L. House
Coordinator
Specialist in Social Legislation
Education and Public Welfare Division

December 29, 1989

101st Congress *2d Session*	HOUSE OF REPRESENTATIVES	Report 101-999

FEDERAL PROGRAMS AFFECTING CHILDREN AND THEIR FAMILIES, 1990

December 21, 1990.—Pursuant to House Resolution 84, referred jointly to the Committees on Ways and Means; Post Office and Civil Service; Armed Services; Veterans' Affairs; Education and Labor; Agriculture; Energy and Commerce; the Judiciary; Interior and Insular Affairs; and Banking, Finance and Urban Affairs and ordered to be printed

Mr. Miller of California, from the Select Committee on Children, Youth, and Families, submitted the following

REPORT

FEDERAL PROGRAMS AFFECTING CHILDREN AND THEIR FAMILIES, 1990

INTRODUCTION AND OVERVIEW

Virtually all Federal programs have some impact on children by helping to shape their physical environment, the economy, and their communities. A number of programs, however, are directed, at least in part, specifically at children and their families.

This report summarizes such Federal programs. The report includes: (1) programs that provide cash income to children and their families, such as need tested payments (welfare), social insurance, and pensions (to the extent these programs have specific dependent or survivor benefits for children), and tax benefits (exemptions and credits); (2) nutrition programs including food stamps and school food programs; (3) social service programs aimed at a variety of problems and groups of children; (4) education and training programs aimed at children and youth from preschool through secondary education; (5) health programs; and (6) housing programs for low and moderate income families.

Not all programs benefiting children are included in this report. An attempt was made to develop reasonable criteria for determining which programs to include, although such criteria are difficult to apply rigorously given the diverse nature of Federal programs. In general, programs providing less than $1 million annually for benefits to children are not included. Programs that provide funding only for research, training of teachers and others who work with children and youth, and/or administration of programs are not included even though the ultimate purpose of these programs may be to benefit children. However, several programs that support research, training, or administration also have a service or demonstration component, and these programs *are* included. Federal laws that regulate or restrict the activities of children or of the adults responsible for them, such as laws regulating child labor or child pornography, also are not discussed in this report.

Programs in this report generally focus on persons under 18 years of age. Some programs do provide benefits to individuals over the age of 18 in addition to younger children; however, the report does not include programs or program components that typically serve *only or primarily* those persons 18 or over, such as higher education programs and adult education programs.

Some programs are included in this report because they provide significant benefits to children even though there are no special provisions in the law aimed at children. Again, it is difficult to apply rigorous criteria in determining which such programs to include; thus, community health centers are included in the report, but health services for the homeless are not. And, housing programs for low and moderate income families are included, but income tax deductions for home mortgage interest and real estate tax, generally available to those with more income, are not because there are no special provisions for children.

About 125 programs are described in this report. An exact number is not meaningful since closely related programs are sometimes grouped together and sometimes described separately. The largest *numbers of programs* are concerned with providing education and social services to children and their families. However, the largest *amounts of Federal funds* for children and their families are provided through the fewer numbers of income and nutrition programs.

A number of programs have been enacted since this report was first prepared for the Select Committee on Children, Youth, and Families in late 1983. Housing and education programs have been started to help homeless families. There are two new early childhood development/education programs as well as two new, small day care programs for specific populations. There is now a program for abandoned infants, with emphasis on babies infected with the AIDS virus, as well as a demonstration program of AIDS health care for children. Several new programs support drug abuse prevention and treatment among children and youth. Programs aimed at school dropouts and youth gangs also have begun in recent years. Several previously existing programs also have been modified or expanded to give special emphasis to the problems of homelessness, drugs, and dropouts.

Program Participants--Target Groups and Eligibility

Essentially every family with children in America is eligible for benefits from some Federal program because of having children. In terms of the number of children receiving benefits, the largest Federal programs for which we have data are the income tax exemption for dependents, involving 73 million children; the school lunch program, 24 million children; medicaid, 11 million children; food stamps, 10 million children; the earned income tax credit, 9 million families; the child care tax credit, 8 million families; and aid to families with dependent children (AFDC), 7 million children. The largest programs in terms of Federal dollars targeted for children (or children and their families) in fiscal year 1989 were the income tax exemption for dependents, estimated at about $15 to $20 billion in revenue losses; social security dependents' benefits, $11 billion; food stamps, $10 billion (benefits to households with children); AFDC, $9 billion (benefits for children and their caretakers); section 8 housing, $10 billion (for all households, primarily families); the earned income tax credit, $5 billion (payments to families); education grants for the disadvantaged (Chapter 1), $4 billion; and medicaid (estimated at $4 billion for children). Note that these amounts are intended only to give a general idea of the sizes of the largest programs. They are not truly comparable for various reasons.

For example, some benefits are aimed specifically at children and others at families; amounts for the income programs generally exclude administration costs, but the amount for the education program includes administration costs; and some but not all of these programs are increased significantly by nonfederal matching funds.

Table 1 indicates selected target groups of children for the programs in this report. The following discussion is based on this table and the program descriptions in the report. For purposes of comparison and space, the table simplifies and standardizes terms for the characteristics of children targeted by the programs. The program descriptions and other more detailed sources should be used to determine eligibility requirements and characteristics of participants in any program. Note that States determine eligibility and priorities for children to be served, sometimes within Federal parameters, for several major programs. State targeting for programs such as unemployment compensation, social services block grants, and medicaid is not necessarily reflected in this table.

Age

The age or grade level of the children to be served is sometimes specified in law, especially for the largest programs. For many of the smaller programs no ages are specified, but in some cases the law includes a general indication of the targeted age group such as "young children." The type of service often defines the ages of most beneficiaries in a given program, particularly for social service and health programs.

The largest group, but a little less than half, of the programs in this report are aimed at children of all ages--from birth through adolescence, and up to age 22 in some cases. The remainder are primarily intended for more limited age groups. Although the specific upper age limit may vary somewhat, all income and housing programs as well as the food stamp program and medicaid serve children of virtually all ages. In addition, many smaller health and social service programs are designed to serve children of all ages.

About one-fourth of the programs (education and nutrition programs located in schools) are aimed at all elementary and secondary school age children.

Almost 1 in 10 of the programs is primarily targeted at infants and/or preschool children. Programs for the very young include ones aimed at the child's early physical, educational, and emotional development as well as ones providing day care. Some programs provide services and benefits aimed at assisting in the child's development before birth. Four other programs provide day care related benefits through elementary school age.

About 1 in 6 of the programs is primarily targeted at adolescents--in some cases all teenagers and in others only those in their late teens, perhaps through age 21. Programs for adolescents provide family planning, vocational education and job training, delinquency prevention, school dropout prevention, and preparation for higher education.

Income

Several large programs with more than $1 billion in Federal funds annually for children and their families restrict most if not all of their benefits for children to those in families with *low income*. These include AFDC, the earned income tax credit, supplemental security income (SSI), food stamps, the special supplemental food program for women, infants, and children (WIC), head start, foster care, medicaid, low income public housing, and section 8 leased housing. Other large programs with limited income as an eligibility requirement include the job training programs and rental housing assistance. By definition, welfare-type benefits for refugees are also restricted to those with limited income, as are several other education, social service and nutrition programs. Although there are no Federal income eligibility restrictions for the social services block grant (SSBG), States can and do set such requirements. Most, if not all, States restrict at least some SSBG services to persons of limited income or to groups with low income, such as AFDC recipients.

Several food, job training, education, social service, and health programs use the Federal poverty guidelines, or a percentage of these amounts, to determine eligibility or benefits. These guidelines are adjusted for family size and are changed each year to reflect inflation. In 1989, the Federal poverty threshold for a family of 4 in the contiguous 48 States is $12,100.

Many programs do not have specific income eligibility requirements, but target services on children and families with limited income in other ways. For example, some provide higher benefit levels for children with limited income; e.g., school lunch and other child feeding programs. Some locate services in geographic areas that are predominately low income; e.g., many education programs. Other programs serve primarily low income children as a consequence of the type of service offered; e.g., delinquency prevention. Some focus on a group; e.g., homeless, migrants, and minorities, that are mostly or disproportionately low income. Others require States to give priority to low income persons; e.g., maternal and child health. These programs are all identified in table 1 as programs with an emphasis on children with low or limited income. Well over half of the programs have some kind of special emphasis on low income children.

The two most costly programs--the dependent tax exemption and social security benefits for dependents--do not restrict benefits to low income children and families. In fact, most of the income and tax programs are not restricted to low income persons. Although the child nutrition programs have higher benefits for low income children, they are not restricted to low income. Indeed, most children taking advantage of the school lunch program are not from limited income families, although a larger proportion of the funds go to such children. Programs for handicapped children, abused children, and children of Federal civilian and military workers also are available without regard to income.

Other Characteristics

Various other individual, family, and environmental circumstances make children eligible for, or an explicit target of, Federal programs--sometimes in combination with age and income criteria.

Most income and tax programs provide benefits only to families that have a current or past attachment to the labor force. Most tax programs require at least one parent to have employment earnings. (The dependent tax exemption does not require earnings from employment, but income for almost all persons with a tax liability includes employment earnings.) Other income programs provide benefits to or for children who are dependents or survivors of unemployed, retired, disabled, and deceased workers. Large income, education, and health programs are aimed at children of present and past Federal civilian and military workers, as is the military family advocacy program. In addition to the child care related tax programs and the child care food program, child care programs for AFDC families, military personnel, and elementary school age children are aimed at families in the labor force (or in training)--for the benefit of the families, the society in general, or both.

Children with disabilities are a specified target group for about 1 in 7 programs. These include the SSI program, medicaid, education for the handicapped programs, adoption related programs, and several other social service and education programs.

Several social service programs are specifically concerned with children who have been abused, neglected, or abandoned (or otherwise separated from their families). Other housing, education, and social service programs are aimed at homeless children and families. Juvenile delinquents are the focus of a few social service and education programs. Prevention and treatment of alcohol and drug abuse among parents as well as children is the aim of several health, social service and education programs.

Minority racial and ethnic groups are explicitly the target of about 1 in 7 programs. There are separate social service, education, and health programs for native American populations, including Indians and Alaskan natives, and native Hawaiians. In addition, there are various benefits for refugees, and education programs for limited English-proficient children and recent immigrants, as well as a program for magnet schools in connection with desegregation plans.

Note on Participation Data

Wherever possible, this report includes information on the numbers of children participating in the programs discussed. However, these data mean different things for different programs. For example, a single participant may receive a cash benefit every month from an income program or receive a one-time service under some other program. Sometimes data are not available. Some programs, particularly block grant programs that provide Federal funds to States for broad purposes with little Federal guidance, have few reporting requirements, so information on the numbers and characteristics of persons is often unavailable. Many programs serve children along with their families or other eligible adults and do not have participation data broken down by age. Where available, data are provided for fiscal years 1984 and 1988 (although data for other years are substituted in several cases when these years are not available). For all of these reasons, participation figures are generally not comparable across programs.

Administration

Programs described in this report are administered by 10 Federal departments and 2 independent agencies. Table 2 identifies Federal level administration as well as States and other organizations that administer these programs.

Some *benefits are provided directly* to children and their families by these Federal departments and agencies. These include benefits for special populations; e.g., native Americans, administered by the Bureau of Indian Affairs; Federal employees and retirees, Office of Personnel Management and U.S. Department of Labor (DOL); military personnel and retirees, U.S. Department of Defense; and veterans, U.S. Department of Veterans' Affairs. The U.S. Department of the Treasury administers the tax programs, and the U.S. Department of Health and Human Services administers the social security and SSI programs. Other programs are administered directly by the U.S. Department of Housing and Urban Affairs and DOL. These directly administered programs make up over 15 percent of the total number of programs, and, by far, most of the value of benefits because the large cash and tax programs are mostly administered directly by the Federal Government.

Over 40 percent of the programs in this report are *administered through States.* The States often work with and through local government agencies such as school districts and county welfare departments; they grant Federal funds to private, usually nonprofit, agencies; or in some cases the States administer the programs directly. States have major roles in the income programs that aren't administered directly by the Federal Government, including unemployment compensation, AFDC, and child support enforcement. They have administrative responsibilities for food stamps. They also administer or participate in administering the child nutrition programs and most of the large social service, education and training, and health programs.

In another 40 percent of programs, the *Federal administering agency makes grants directly to various public or private agencies* such as local government, community agencies, and institutions of higher education. The largest of these programs include the housing programs, head start and job corps.

Funding Amounts

Program descriptions include funding information for fiscal years 1981, 1984, 1988, and 1989, as available. What these funding amounts represent varies from program to program. Certain program aspects make comparison of these funding amounts difficult. Five major factors must be considered when making any comparison across programs or across time. These factors are:

- Whether the program is a legal entitlement. (Does Congress have to change substantive law to affect the program's funding level?)
- Whether the program's benefits, eligibility or other funding rules have some form of indexation that takes price inflation or related factors into account.
- Whether Federal funds must be matched with State or local spending.
- What type of funding amount is presented for the program: appropriations, obligations, outlays, tax expenditures, or program level spending.
- Who the eligible target population for the program is. (Is the program targeted to a particular subpopulation of children, to families of children, to all children? Is the program limited to children?)

Because of these factors reported program funding amounts are not truly comparable. The following pages provide a brief summary of the effect of each of these factors and contain summary tables on program characteristics. The primary purpose of these tables is to summarize the funding information and other program characteristics in the program descriptions in this report. Any comparison of funding amounts between programs should be done with caution.

Entitlement and Nonentitlement Programs

Most of the income and nutrition programs in this report are entitlement programs. These programs entitle any individual or unit of government that meets program eligibility rules to program benefits. Some of the largest entitlement programs cataloged in this report are AFDC, social security, unemployment compensation, earned income credit, medicaid, food stamps, and the school lunch program. Spending for most entitlement programs is affected by changes in the definition of who is eligible, the number of program recipients, and/or the size of the program's benefit. For example, spending for unemployment compensation is greatly affected by the business cycle. Spending is likely to rise when there is an increase in the number of people unemployed and then return to lower levels in periods of relatively low unemployment. Other entitlement programs are affected by trends that are more gradual. For instance, medicaid and AFDC spending has been influenced by the increase in the number of families with children headed by a single parent. Social security benefits, which are tied to a worker's past wages, are influenced by past wage growth.

Most of the programs in this report are not entitlements; rather the level of Federal funding is determined during the appropriation process. Most of the social service, education and training, health, and housing programs in this report have their funding levels set in the appropriation process.

Table 2 shows whether a program is an entitlement or another form of mandatory spending. This determination is based on the Congressional Budget Office's (CBO) classification of the Federal budget. CBO defines entitlement and mandatory programs as "programs that make payments to any person, business, or unit of government that seeks the payment and meets the criteria set in law. The Congress thus controls spending for these programs indirectly, by defining eligibility and setting the benefit or payment rules, rather than directly through the appropriation process."[1]

Indexation of Program Benefits and Eligibility Rules

Funding for some of the programs in this report is adjusted automatically because the programs are indexed. Generally, these provisions require that program benefit or eligibility levels, or the income charged against a program's benefit amount be adjusted for inflation. For instance, social security benefits are adjusted annually to reflect changes in the Consumer Price Index (CPI), a measure of price change. In other programs, income eligibility levels are indexed. For example, school lunch and food stamps link eligibility to the Federal poverty income guidelines. These guidelines are adjusted each year for inflation as measured by the CPI. (Other programs also automatically adjust eligibility with changes in poverty guidelines or other criteria; but unless these programs are entitlements, such adjustments do not necessarily result in increased funding. These programs, therefore, are not considered to be indexed.) Some programs determine individual benefit amounts by looking at an individual's income minus certain allowances. These programs may index the allowance for inflation. For example, the food stamp program disregards certain shelter expenses in deciding on a household's eligibility and benefit levels. However, for the vast majority of programs contained in this report no indexation mechanism exists. Table 2 shows whether a program is indexed.

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[1] U.S. Congressional Budget Office. The Economic and Budget Outlook: Fiscal Years 1990-1994. A report to the Senate and House Committees on the Budget-Part I, January 1989. p. 62.

Matching

Generally, reported funding amounts represent the Federal Government's share of funding.

For some of the programs that are administered by nonfederal authorities, Federal funding is not total funding. Some programs, more often those that are administered in part by States, require that Federal dollars be "matched" with nonfederal dollars. Major income programs that rely on matching payments include AFDC and the child support enforcement program. Major social service programs with matching requirements include head start and the foster care program. The only nutrition program with a matching requirement is the school lunch program. The largest education program that requires matching is basic State grants for vocational education. Medicaid funds for children in this report reflect both Federal and State spending.

The required nonfederal share varies. For AFDC and medicaid, the nonfederal share varies among the States; the Federal Government pays at least 50 percent of each State's benefit payments and at most 83 percent. For every three Federal dollars spent on child welfare services, one nonfederal dollar must be spent. Matching requirements represent minimum funding amounts. For some programs such as child welfare services, nonfederal spending exceeds these requirements. Individual program descriptions indicate the required nonfederal matching shares. Total nonfederal contributions are not generally available. Table 2 indicates whether matching funds are required.

Reported Funding Type

For each program the most appropriate and readily available funding information is provided. The different kinds of benefits and funding approaches used by these programs result in five major types of funding:

(1) *Appropriations*--these funding amounts represent the new authority to enter into obligations during the specified fiscal year. These obligations may be expended over several succeeding fiscal years.

(2) *Obligations*--these funding amounts represent the dollar amounts associated with the grants and contracts that Federal agencies award, purchase orders submitted, and other types of transactions. These obligations will require payment in the current or future fiscal years.

(3) *Outlays/expenditures*--these funding amounts represent the actual liquidation of obligations by issuing a Federal check or disbursing cash. Outlays for any fiscal year may be the payment for obligations incurred in the same or prior years.

(4) *Tax expenditures*--these are not funding amounts, per se. Rather, these figures represent the revenue losses that are the result of provisions in the Federal income tax laws to allow special exclusions, deductions or credits.

(5) *Program level funding*--for a number of the child nutrition programs the funding amounts are based on current year appropriations, funds carried over from prior years, and the estimated dollar value of any commodities donated to the program.

The use of these different funding types makes comparisons across programs imperfect. Table 3 identifies the funding type for each program in this report.

Funding Levels and Program Participants

In many cases funding levels are not comparable because the reported program amounts are not all targeted exclusively for children. Funding shown for most, but not all, education, nutrition, and social service programs is targeted exclusively on children. The funding that is specifically for children's benefits in some income programs is available and presented (e.g., social security dependent benefits). Funding amounts for other programs, including AFDC, earned income credits, and food stamps, are for benefits to children and their families. In yet a third category funding amounts include benefits to children or children and their families as well as benefits to unrelated adults. It is not known how much of these funds go for benefits to children or their families. Examples of such programs include unemployment compensation, the social services block grant, and the housing programs.

This last factor presents the greatest difficulty in comparing funding levels of programs in this report. Because of these different target populations, totaling individual program amounts would be meaningless; and any comparison across programs could be very misleading.

A Note on Funding Tables

Each of the different factors outlined in this introduction is likely to affect funding levels and to make it difficult to compare programs. In addition, legislative initiatives and the sequestration rules found in the Balanced Budget and Emergency Deficit Control Reaffirmation Act can further affect funding levels. Careful, detailed comparisons should take these factors into account.

Table 2 provides information on whether the programs are considered entitlements, whether they index benefits or eligibility levels, and whether they have nonfederal matching requirements. Table 3 compiles the funding amounts for the programs. All dollar amounts are in millions. Table 3 also provides information on the type of funding amount reported (appropriation, outlay, tax expenditure, etc.) and indicates who benefits from these funds--children, children and their families, or children and other adults.

For most programs, funding amounts include Federal costs of State and local administration as well as funds for benefits. For a few large programs, the funds represent the cost of benefits only. Table 3 indicates those programs for which dollars for benefits only are given. All other amounts include both benefits and nonfederal administration.

TABLE 1. Selected Target Groups of Children

Program	Children targeted: Primary target age group of children[a]	Children with low/ limited income: re-stricted to[b]	Children with low/ limited income: em-phasis on[a]	Other, explicit targeting rules (all applied to children)[b]
INCOME PROGRAMS				
Dependent tax exemption	all ages	no	no	dependents of taxpayers
AFDC	all ages	yes	yes	children with absent, deceased, disabled, & unemployed parents
Earned income tax credit	all ages	yes	yes	dependents of workers
Emergency assistance	all ages	yes	yes	migrants
Child support enforcement	all ages	no	yes	children with absent parents
Supplemental security income	all ages	yes	yes	disabled
General assistance to Indians	all ages	yes	yes	--
Social security for dependents	all ages	no	no	children of retired, disabled, & deceased workers
Unemployment compensation	all ages	no	no	children of unemployed workers
Civil service child survivors	all ages	no	no	survivors of Federal employees

NOTE: This table is meant to give a general idea of selected target groups and beneficiaries of these programs. For information on actual eligibility and participation for specific programs, see the individual program descriptions or other sources.

[a] Some programs have very specific eligibility requirements that relate to age or income. Others give a priority, a special emphasis, or special benefits to persons with limited income or in a certain age group. For other programs, target ages and emphasis on persons with limited income is assumed by the type of service provided, the geographic location of the service, or the target group specified. Age groups are standardized and simplified for comparison purposes. Programs are not necessarily limited to these age groups and emphasis on persons with restricted income may apply to only a portion of the program. (Different perhaps equally valid assumptions could be made about target age groups and emphasis on low income in some cases.)

[b] These characteristics are all specified in law or program rules, but programs are not necessarily limited to these targeted groups. Terms and classifications are standardized and simplified for comparison purposes and space reasons.

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TABLE 1. Selected Target Groups of Children

Program	Children targeted			
	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)[b]
		re-stricted to	em-phasis on[a]	
INCOME PROGRAMS (cont.'d)				
Military survivor benefits	all ages	no	no	survivors of military retirees & retirement eligibles
Vets dependency/indemnity compensation	all ages	no	no	survivors of service members & veterans
Vets nonservice connected pension	all ages	yes	yes	dependents & survivors of wartime veterans
Workers compensation, Federal employees	all ages	no	no	dependents & survivors of disabled Federal employees
Black lung disability	all ages	no	no	dependents & survivors of parents with black lung
NUTRITION PROGRAMS				
Food stamps	all ages	yes	yes	--
School lunch	school	no	yes	in school
School breakfast	school	no	yes	in school
Child care food	preschool	no	yes	in child care
Summer food service	school	no	yes	in summer programs, residential camps
Commodity assistance	preschool & school	no	yes	in school, child care & camps
Special milk	preschool & school	no	yes	in school & child care
WIC	infant & preschool	yes	yes	at nutritional risk
Commodity supplemental food	infant & preschool	yes	yes	--
SOCIAL SERVICE PROGRAMS				
Social services block grant	all ages	States set	yes	--
Child care tax credit	under 13	no	no	children of taxpayers with worker in household
Day care for AFDC recipients	preschool	yes	yes	for work or training of parent
Head start	preschool	primarily	yes	disabled (10% of children)
Comprehensive child development centers	preschool	yes	yes	--

TABLE 1. Selected Target Groups of Children

Program	Primary target age group of children	Children targeted: Children with low/limited income: re-stricted to	em-phasis on[a]	Other, explicit targeting rules (all applied to children)[b]
SOCIAL SERVICE PROGRAMS (cont.'d)				
Dependent care State grants	elementary school	no	no	children of workers, also minority & disabled
DCAP, income tax exclusion	under 13	no	no	children of taxpayers with worker in household
Temporary child care for disabled	all ages	no	no	disabled
Crisis nurseries	under 13	no	no	abused or neglected
Military child care	under 13	no	no	military dependents
Child welfare services	all ages	no	no	at risk of abuse or neglect, delinquent, & in separated families
Foster care	all ages	yes	yes	abused or neglected, delinquent, & in separated families
Independent living	adolescents	yes	yes	in foster care
Abandoned infants assistance	infants	no	yes	AIDS infected
Adoption assistance	all ages	yes	yes	minority, older, disabled, & siblings
Adoption opportunities	all ages	no	no	minority, older, disabled, & siblings
Child abuse grants	all ages	no	no	abused or neglected, disabled
Child abuse challenge grants	all ages	no	no	abused or neglected
Family violence demonstrations	all ages	no	no	dependents of abused spouses
Victims of Crime Act	all ages	no	no	abused children
DOD family advocacy	all ages	no	no	abused or neglected military dependents
Runaway & homeless youth	adolescents	no	no	runaway, homeless
Drug abuse preven., runaway & homeless	adolescents	no	no	runaway, homeless, rural
Juvenile justice delinquency prevention	adolescents	no	yes	delinquent
Missing children	all ages	no	no	missing children
Prevention & treatment, gangs & drugs	adolescents	no	yes	delinquent
Drug education & prevention, youth gangs	adolescents	no	yes	delinquent
Developmental disabilities	all ages	no	no	disabled
Adolescent family life	adolescents	no	yes	--
Indian child welfare, foster care	all ages	no	yes	native American

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TABLE 1. Selected Target Groups of Children

Program	Children targeted			
	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)[b]
		re-stricted to	em-phasis on[a]	
SOCIAL SERVICE PROGRAMS (cont.'d)				
Indian child welfare services	all ages	no	yes	native American
Refugee & Cuban/Haitian assistance[c]	all ages	yes	yes	refugee
Foster grandparents	all ages	no	no	disabled, abused, neglected, delinquent, & other
VISTA	all ages	no	yes	--
Student community service	all ages	no	yes	--
Community services block grant	all ages	yes	yes	--
EDUCATION AND TRAINING PROGRAMS				
Education for disadvantaged LEA grants	preschool & school	no	yes	educationally disadvantaged
Education block grants for States	school	no	no	all
Handicapped education State grants	3 - 21	no	no	disabled
Handicapped education, preschool	preschool	no	no	disabled
Handicapped education, infants	infants	no	no	disabled
Bilingual education	school	no	yes	limited English-proficient
State migrant education	preschool & school	no	yes	in migrant worker families
Migrant HEP	adolescents	no	yes	in migrant worker families
Indian Education Act, Part A	school	no	yes	native American
Special programs for Indians	school	no	yes	native American

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[c] AFDC, medicaid, general assistance, child welfare, foster care, day care, and youth training.

TABLE 1. Selected Target Groups of Children

		Children targeted		
		Children with low/ limited income		
Program	Primary target age group of children	restricted to	emphasis on[a]	Other, explicit targeting rules (all applied to children)[b]
EDUCATION AND TRAINING PROGRAMS (cont.'d)				
Johnson-O'Malley	school	no	yes	native American
BIA school operations	school	no	yes	native American
Native Hawaiian education	all ages	no	yes	native Hawaiian
Transition program for refugees	school	no	yes	refugee
Emergency immigrant education	school	no	yes	recent immigrant
Education of homeless children & youth	school	no	yes	homeless
School dropout demonstration	adolescents	no	yes	dropouts, actual or potential
Neglected & delinquent education	adolescents	no	no	neglected or delinquent
Even start	1 - 7	no	yes	educationally disadvantaged
Follow through	primary grades	no	yes	educationally disadvantaged
TRIO - talent search	adolescents	yes	yes	with potential for higher education
TRIO - upward bound	adolescents	yes	yes	with potential for higher education
Gifted and talented	school	no	yes	gifted or talented
Women's educational equity	all ages	no	no	female
Drug-free schools & communities	school	no	no	native American (but not exclusively)
Vocational education - basic State grants	adolescents	no	yes	disabled, educationally disadvantaged, & delinquents
Consumer & homemaking education	adolescents	no	yes	disabled, educationally disadvantaged, limited English-proficient
Voc. ed. - community based organizations	adolescents	no	yes	disabled & educationally disadvantaged
Mathematics & science education	school	no	no	all
Law-related education	school	no	no	all
Arts in education	school	no	no	disabled
Inexpensive book distribution	school	yes	yes	--
Impact aid	school	no	no	in federally impacted school districts
Innovation in education	school	no	no	all
Star schools (telecommunications)	school	no	yes	educationally disadvantaged

TABLE 1. Selected Target Groups of Children

Program	Primary target age group of children	Children with low/limited income: restricted to	Children with low/limited income: emphasis on[a]	Other, explicit targeting rules (all applied to children)[b]
EDUCATION AND TRAINING PROGRAMS (cont.'d)				
Magnet schools assistance	school	no	no	racial minority
Fund for improvement (FIRST)	school	no	yes	educationally disadvantaged, at risk
Ellender fellowships, Close-Up	adolescents	yes	yes	--
DOD dependent schools	school	no	no	military dependents
Training economically disadvantaged	adolescents	yes	yes	--
Job corps	adolescents	yes	yes	with disruptive home environments
Summer youth employment & training	adolescents	yes	yes	--
HEALTH PROGRAMS				
Medicaid	all ages	yes	yes	disabled
Maternal and child health block grant	young children	States set	yes	with limited access to health services
Community health centers	all ages	no	yes	in medically underserved areas
Preventive health and services	all ages	States set	no	--
Childhood immunization	preschool	no	no	--
Emergency medical services for children	all ages	no	no	acutely ill & seriously injured
Family planning	adolescents	no	yes	--
Alcohol, drug abuse, mental health block	all ages	no	no	with alcohol, drug or mental health related problems
High risk youth demonstration	all ages	no	yes	substance abuser parent, abused, drop-out, pregnant, delinq., & disabled
Community youth activity program	school	no	yes	in areas w/greatest need for alcohol/drug abuse prevention serv.
Pregnant and postpartum women & infants	infants	no	no	with mothers who are drug abusers
Pediatric AIDS health care demonstration	all ages	no	no	with AIDS or at risk of contracting AIDS
Indian health	all ages	no	yes	native American
Indian youth substance abuse services	adolescents	no	yes	native American
Migrant health	all ages	no	yes	migrant

TABLE 1. Selected Target Groups of Children

Program	Children targeted			
	Primary target age group of children	Children with low/limited income		Other, explicit targeting rules (all applied to children)[b]
		restricted to	emphasis on[a]	
HEALTH PROGRAMS (cont.'d)				
Federal employees health benefits	all ages	no	no	dependents of Federal employees & retirees
Military health care	all ages	no	no	dependents & survivors of service members & retirees
CHAMPVA	all ages	no	no	survivors & dependents of veterans
HOUSING PROGRAMS				
Low-income public housing	all ages	yes	yes	--
Leased housing (section 8)	all ages	yes	yes	--
Leased housing vouchers	all ages	yes	yes	--
Home ownership, low & moderate income	all ages	yes	yes	--
Rental housing assistance	all ages	yes	yes	--
Supportive housing for homeless	all ages	no	yes	homeless
Supplemental asst., facilities for homeless	all ages	no	yes	homeless

TABLE 2. **Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement**

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
INCOME PROGRAMS				
Dependent tax exemption	Treasury	NA	yes[e]	NA
AFDC	HHS/States/counties	Entitlement	no	yes
Earned income tax credit	Treasury	Entitlement[f]	yes[g]	NA
Emergency assistance	HHS/States/counties	Entitlement	no	yes
Child support enforcement	HHS/States/counties	Entitlement	NA	yes

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[a] Slash marks (/) indicate that funding goes through all these levels. For example, Federal department/States/agencies indicate that funds normally go from the Federal level to the State and then to a local agency. "Agencies" include local public agencies (including schools) and/or private nonprofit agencies. In the welfare programs including food stamps and child welfare related programs, the counties in different States have quite different roles. "Various" can include one or more of the following: State, local, or national level organizations; public or private, for profit or nonprofit; and individuals. LEAs mean local education agencies.

[b] Whether a program is considered an entitlement is based on the Congressional Budget Office characterization of Federal spending.

[c] Indexation of benefit or eligibility criteria that may have some direct impact on Federal funding. Only programs with formal and direct indexation of benefits or eligibility criteria are in the "yes" category. Programs that are indirectly affected by economic or other factors are not considered indexed using this criteria. Non entitlement programs, which use the Federal poverty guidelines as one of numerous eligibility criteria even though these guidelines are adjusted for inflation, are also excluded because additional eligibles don't ensure additional funding.

[d] Matching requirements refer to nonfederal entities and does not consider whether individual program beneficiaries may be liable for some form of cost sharing. In addition, some programs have matching requirements for administrative costs which are not noted on this table.

[e] Beginning in tax year 1990 amount of exemption indexed for inflation.

[f] Payments where earned income credit exceeds liability for taxes. The tax revenue loss estimate associated with this program is not classified as an entitlement, since no actual Federal spending is associated with it.

[g] Benefits annually adjusted for inflation.

TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
INCOME PROGRAMS (cont.'d)				
Supplemental security income	HHS	Entitlement	yes[g]	no
General assistance to Indians	Interior (BIA)	Entitlement	no	no
Social security for dependents	HHS	Entitlement	yes[h]	NA
Unemployment compensation	DOL/States	Entitlement	yes	no
Civil service child survivors	OPM	Entitlement	yes[i]	NA
Military survivor benefits	DOD	Entitlement	yes[g]	NA
Vets dependency/indemnity compensation	VA	Entitlement	no	NA
Vets nonservice connected pension	VA	Entitlement	yes[g]	NA
Workers compensation, Federal employees	DOL	Entitlement	yes[g]	NA
Black lung disability	DOL & DHHS	Entitlement	yes[j]	NA
NUTRITION PROGRAMS				
Food stamps	USDA/States/counties	Entitlement	yes[k, l]	no
School lunch	USDA/States/schools	Entitlement	yes[m, l]	yes

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[h] Wage base and benefit amounts annually indexed for inflation.

[i] Annuity adjusted for inflation.

[j] Benefits indexed to changes in Federal salaries.

[k] Benefits and eligibility levels annually adjusted for inflation.

[l] Eligibility threshold indexed, as a result of the use of Federal poverty guidelines.

[m] Per meal expenditure rate annually adjusted.

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TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
NUTRITION PROGRAMS (cont.'d)				
School breakfast	USDA/States/schools	Entitlement	yes[m, l]	no
Child care food	USDA/States/agencies	Entitlement	yes[m, l]	no
Summer food service	USDA/States/agencies	Entitlement	yes[m, l]	no
Commodity assistance	USDA/States/schools	Entitlement	yes[m]	no
Special milk	USDA/States/agencies	Entitlement	yes[m, l]	no
WIC	USDA/States/agencies	Non entitlement	no	no
Commodity supplemental food	USDA/States/agencies	Non entitlement	no	no
SOCIAL SERVICE PROGRAMS				
Social services block grant	HHS/States/various	Entitlement[n]	no	no
Child care tax credit	Treasury	NA	no	NA
Day care for AFDC recipients	HHS/States/counties	Entitlement	no	yes
Head start	HHS/agencies	Non entitlement	no	yes
Comprehensive child development centers	HHS/agencies	Non entitlement	no	yes
Dependent care State grants	HHS/States/agencies	Non entitlement	no	yes
DCAP, income tax exclusion	Treasury	NA	no	NA
Temporary child care for disabled	HHS/States/agencies	Non entitlement	no	yes
Crisis nurseries	HHS/States/agencies	Non entitlement	no	yes
Military child care	DOD	Non entitlement	no	no
Child welfare services	HHS/States/counties	Non entitlement	no	yes
Foster care	HHS/States/counties	Entitlement	no	yes
Independent living	HHS/States/counties	Entitlement	no	no
Abandoned infants assistance	HHS/agencies	Non entitlement	no	no
Adoption assistance	HHS/States	Entitlement	no	yes

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[n] Entitlement to States.

TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
SOCIAL SERVICE PROGRAMS (cont.'d)				
Adoption opportunities	HHS/agencies	Non entitlement	no	no
Child abuse grants	HHS/States/agencies	Non entitlement	no	no
Child abuse challenge grants	HHS/States/agencies	Non entitlement	no	yes
Family violence demonstrations	HHS/States/agencies	Non entitlement	no	yes
Victims of Crime Act	Justice/HHS/States	Entitlement[o]	no	yes
DOD family advocacy	DOD	Non entitlement	no	NA
Runaway & homeless youth	HHS/agencies	Non entitlement	no	yes
Drug abuse preven., runaway & homeless	HHS/agencies	Non entitlement	no	no
Juvenile justice delinquency prevention	Justice/States/agencies	Non entitlement	no	no
Missing children	Justice/agencies	Non entitlement	no	no
Prevention & treatment, gangs & drugs	Justice/various	Non entitlement	no	no
Drug education & prevention, youth gangs	HHS/agencies	Non entitlement	no	no
Developmental disabilities	HHS/States	Non entitlement	no	yes
Adolescent family life	HHS/agencies	Non entitlement	no	yes
Indian child welfare, foster care	Interior (BIA)/tribes	Non entitlement	no	no
Indian child welfare services	Interior (BIA)/tribes	Non entitlement	no	no
Refugee & Cuban/Haitian assistance	HHS/States	Non entitlement	no	no
Foster grandparents	ACTION/agencies	Non entitlement	no	yes
VISTA	ACTION/agencies	Non entitlement	no	no
Student community service	ACTION/schools	Non entitlement	no	yes
Community services block grant	HHS/States/agencies	Non entitlement	no	no
EDUCATION AND TRAINING PROGRAMS				
Education for disadvantaged LEA grants	ED/States/LEAs	Non entitlement	no	no
Education block grants for States	ED/States/LEAs	Non entitlement	no	no

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[o] Mandatory spending due to permanent and indefinite appropriation.

TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
EDUCATION AND TRAINING PROGRAMS (cont.'d)				
Handicapped education State grants	ED/States/LEAs	Non entitlement	no	no
Handicapped education, preschool	ED/States/LEAs	Non entitlement	no	no
Handicapped education, infants	ED/States	Non entitlement	no	no
Bilingual education	ED/LEAs	Non entitlement	no	no
State migrant education	ED/States/LEAs	Non entitlement	no	no
Migrant HEP	ED/higher ed	Non entitlement	no	no
Indian Education Act, Part A	ED/LEAs & tribes	Non entitlement	no	no
Special programs for Indians	ED/LEAs & tribes	Non entitlement	no	no
Johnson-O'Malley	Interior (BIA)/LEAs	Non entitlement	no	no
BIA school operations	Interior (BIA), tribes	Non entitlement	no	no
Native Hawaiian education	ED/nat. Hawaii. orgs.	Non entitlement	no	no
Transition program for refugees	ED/States/LEAs	Non entitlement	no	no
Emergency immigrant education	ED/States/LEAs	Non entitlement	no	no
Education of homeless children & youth	ED/States & LEAs	Non entitlement	no	no
School dropout demonstration	ED/LEAs & agencies	Non entitlement	no	no
Neglected & delinquent education	ED/States & agencies	Non entitlement	no	yes
Even start	ED/LEAs	Non entitlement	no	no
Follow through	ED/LEAs & various	Non entitlement	no	yes
TRIO - talent search	ED/higher ed & agencies	Non entitlement	no	yes
TRIO - upward bound	ED/higher ed & agencies	Non entitlement	no	no
Gifted and talented	ED/various	Non entitlement	no	no
Women's educational equity	ED/various	Non entitlement	no	no
Drug-free schools & communities	ED/States/agencies	Non entitlement	no	yes

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TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
EDUCATION AND TRAINING PROGRAMS (cont.'d)				
Vocational education - basic State grants	ED/States/various	Entitlement[p]	no	yes
Consumer & homemaking education	ED/States/various	Non entitlement	no	no
Voc. ed. - community based organization	ED/States/other	Non entitlement	no	no
Mathematics & science education	ED/States/LEAs	Non entitlement	no	no
Law-related education	ED/various	Non entitlement	no	no
Arts in education	ED/2 natnl. organizations	Non entitlement	no	no
Inexpensive book distribution	ED/Reading is Fundamental	Non entitlement	no	yes
Impact aid	ED/LEAs	Non entitlement	no	no
Innovation in education	ED/various	Non entitlement	no	no
Star schools (telecommunications)	ED/various	Non entitlement	no	yes
Magnet schools assistance	ED/LEAs	Non entitlement	no	no
Fund for improvement (FIRST)	ED/various	Non entitlement	no	no
Ellender fellowships, Close-Up	ED/Close-Up Foundation	Non entitlement	no	yes
DOD dependent schools	DOD	Non entitlement	no	no
Training economically disadvantaged	DOL/States/agencies	Non entitlement	no	no
Job corps	DOL/various	Non entitlement	no	no
Summer youth employment & training	DOL/States/agencies	Non entitlement	no	no
HEALTH PROGRAMS				
Medicaid	HHS/States	Entitlement	yes[q]	yes
Maternal and child health block grant	HHS/States	Non entitlement	no	yes
Community health centers	HHS/agencies	Non entitlement	no	no
Preventive health and services	HHS/States	Non entitlement	no	no

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[p] $7.1 million in permanent appropriations is provided.

[q] Some individuals eligible for program based on Federal poverty guidelines.

TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
HEALTH PROGRAMS (cont.'d)				
Childhood immunization	HHS/States & agencies	Non entitlement	no	no
Emergency medical services for children	HHS/States & agencies	Non entitlement	no	no
Family planning	HHS/agencies	Non entitlement	no	no
Alcohol, drug abuse, mental health block	HHS/States	Non entitlement	no	no
High risk youth demonstration	HHS/various	Non entitlement	no	no
Community youth activity program	HHS/States & various	Non entitlement	no	no
Pregnant and postpartum women and infants	HHS/various	Non entitlement	no	no
Pediatric AIDS health care demonstration	HHS/various	Non entitlement	no	no
Indian health	HHS/tribes	Non entitlement	no	no
Indian youth substance abuse services	HHS	Non entitlement	no	no
Migrant health	HHS/various	Non entitlement	no	no
Federal employees health benefits	OPM	Non entitlement[f]	no	no
Military health care	DOD	Entitlement	no	no
CHAMPVA	VA	Non entitlement	no	no
HOUSING PROGRAMS				
Low-income public housing	HUD/agencies	Non entitlement	no	no[g]
Leased housing (section 8)	HUD/agencies	Non entitlement	no	no[g]
Leased housing vouchers	HUD/agencies	Non entitlement	no	no[g]
Home ownership, low & moderate income	HUD	Non entitlement	no	no
Rental housing assistance	HUD/agencies	Entitlement	no	no

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[f] Government payments for annuitants are considered an entitlement.

[g] No formal match requirement, however local government absorbs a reduction in local property taxes.

TABLE 2. Program Administration and Selected Funding Characteristics: Entitlement Status, Indexation, and Match Requirement (Continued)

Program	Federal/State/local administration[a]	Entitlement status[b]	Indexation[c]	Match requirement[d]
HOUSING PROGRAMS (cont.'d)				
Supportive housing for homeless	HUD/various	Non entitlement	no	yes
Supplemental asst., facilities for homeless	HUD/various	Non entitlement	no	no

NA = Not Applicable

NOTE: More detail on individual program characteristics are provided in program by program descriptions contained in the body of the report.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants

Program	Funding Level (in millions) FY81	FY84	FY88	FY89	Funding type	Represents funding for:
INCOME PROGRAMS						
Dependent tax exemption	NA	NA	NA	NA	Tax exemption	Not applicable
AFDC[a]	$6,800	$7,700	$9,200	$9,000	Outlays	Families with children
Earned income tax credit	1,900	1,400	3,700	5,200	Outlays and tax expenditures	Families with children
Emergency assistance	58	76	96	131*	Outlays	Families with children
Child support enforcement	439	510	827	941*	Outlays	Program administration only
Supplemental security income[a]	6,400	7,500	10,400	11,300	Outlays	Children and others
General assistance to Indians	53	64	68	68*	Outlays	Children and others
Social security for dependents[a]	11,500	10,700	10,600	11,000*	Outlays	Children
Unemployment compensation[a]	15,600	16,500	13,100	13,600*	Outlays	Children and others
Civil service child survivors	140	132	126	NA	Outlays	Children
Military survivor benefits	329	500	767	804*	Obligations	Children and others
Vets dependency/indemnity compensation	258	253	217	214	Outlays	Families with children
Vets nonservice connected pension	291	166	117	106	Outlays	Families with children
Workers comp., Fed. employees[a]	627	724	905	988*	Outlays	Children and others
Black lung disability[a]	1,600	1,400	1,400	1,400*	Outlays	Children and others
NUTRITION PROGRAMS						
Food stamps[a]	8,200	9,800	9,900	10,300	Obligations	Households with children
School lunch	2,400	2,600	2,900	3,100*	Program level funding	Children
School breakfast	321	373	473	510*	Program level funding	Children
Child care food	291	357	613	669*	Program level funding	Children
Summer food service	122	105	136	149*	Program level funding	Children

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[a] Funding amounts represent benefit or service payments. These amounts exclude administrative expenses.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions)				Funding type	Represents funding for:
	FY81	FY86	FY88	FY89		
NUTRITION PROGRAMS (cont.'d)						
Commodity assistance	632	457	507	530*	Program level funding	Children
Special milk	119	12	22	21*	Program level funding	Children
WIC	900	1,400	1,800	1,900*	Program level funding	Children and mothers
Commodity supplemental food	27	40	50	60*	Program level funding	Children and mothers
SOCIAL SERVICE PROGRAMS						
Social services block grant	3,000[b]	2,700	2,700	2,700	Appropriations	Children and others
Child care tax credit	940	1,880	3,390	3,500	Tax expenditures	Children and others
Day care for AFDC recipients	NA	NA	NA	12	Appropriations	Families with children
Head start	800	1,000	1,200	1,200	Appropriations	Children
Comprehensive child development centers	NA	NA	NA	20	Appropriations	Children
Dependent care State grants	NA	NA	8	12	Appropriations	Children
DCAP, income tax exclusion	NA	5	105	120	Tax expenditures	Families with children
Temporary child care for disabled[c]	NA	NA	5	5*	Appropriations	Children
Military child care	NA	NA	53	66*	Outlays	Children
Child welfare services[d]	175	175	250	258	Appropriations	Families with children

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[b] FY 1981 funding is combined funding for the predecessor categorical programs that were combined to form the block grant.

[c] All reported funding amounts include funding for crisis nursery grants.

[d] All reported funding amounts include funding for child welfare research and training grants.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions)				Funding type	Represents funding for:
	FY81	FY84	FY88	FY89		
SOCIAL SERVICES PROGRAMS (Cont.'d)						
Foster care	304	442	891[e]	1,023[e]	Expenditures	Children
Independent living	NA	NA	45	45	Appropriations	Children
Abandoned infants assistance	NA	NA	NA	NA	Appropriations in FY90 = $10 million[c]	Children
Adoption assistance	1[f]	27	95[e]	112[e]	Expenditures	Families with children
Adoption opportunities	5	2	5	6	Appropriations	Families with children
Child abuse grants	23	16	25	25	Appropriations	Families with children
Child abuse challenge grants	NA	NA	5	5	Appropriations	Families with children
Family violence demonstrations	NA	NA	8	8	Appropriations	Children and others
Victims of Crime Act	NA	NA	94	118[e]	Monies deposited in Crime Victims Fund	Children and others
DOD family advocacy	NA	8	15	16	Appropriations	Children and others
Runaway & homeless youth	11	23	26	27	Appropriations	Children
Drug abuse preven., runaway & homeless	NA	NA	NA	15	Appropriations	Children and families
Juvenile justice delinquency prevention	109	70	67	67	Appropriations	Children
Missing children	NA	4	4	4	Appropriations	Children
Prevention & treatment, gangs & drugs	NA	NA	NA	NA	Appropriations in FY90 = $3 million[c]	Children
Drug education & prevention, youth gangs	NA	NA	NA	15	Appropriations	Children
Developmental disabilities	59	62	93	95	Appropriations	Children and others
Adolescent family life	NA	15	10	10	Appropriations	Children
Indian child welfare, foster care	14	15	15	15	Appropriations	Children
Indian child welfare services	9	9	8	9	Appropriations	Families with children

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[e] Subject to sequestration under the Balanced Budget and Emergency Deficit Control Reaffirmation Act.

[f] Only six States participated in the program in 1981.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions)				Funding type	Represents funding for:
	FY81	FY84	FY88	FY89		
SOCIAL SERVICE PROGRAMS (cont.'d)						
Refugee & Cuban/Haitian assistance	902	542	347	382	Appropriations	Children and others
Foster grandparents	48	50	57	59	Appropriations	Children
VISTA[a]	31	15	23	24	Appropriations	Children and others
Student community service	3	2	1	1	Appropriations	Children and others
Community services block grant	526[b]	352	382	381	Appropriations	Children and others
EDUCATION AND TRAINING PROGRAMS						
Education for disadvantaged, LEA grants	2,600	3,000	3,800	4,000	Appropriations	Children
Education block grants for States	512[b]	451	479	463	Appropriations	Children
Handicapped education, State grants	875	1,069	1,432	1,475	Appropriations	Children
Handicapped education, preschool	25	26	201	247	Appropriations	Children
Handicapped education, infants	NA	NA	67	70	Appropriations	Families with children
Bilingual education	99	90	101	111	Appropriations	Children
State migrant education	245	256	269	272	Appropriations	Children
Migrant HEP	6	6	7	7	Appropriations	Children and others
Indian Education Act, Part A	58	51	49	53	Appropriations	Children
Special programs for Indians	NA	NA	12	12	Appropriations	Children
Johnson-O'Malley	30	26	20	23	Appropriations	Children
BIA school operations	189	175	178	187	Appropriations	Children
Native Hawaiian education	NA	NA	NA	5	Appropriations	Children and others
Transition program for refugees	22	17	15	16	Appropriations	Children
Emergency immigrant education	NA	30	30	30	Appropriations	Children

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[a] All reported funding amounts include funding for VISTA literacy corps.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions)				Funding type	Represents funding for:
	FY81	FY84	FY88	FY89		
EDUCATION AND TRAINING PROGRAMS (cont.'d)						
Education of homeless children & youth	NA	NA	5	5	Appropriations	Children
School dropout demonstration	NA	NA	24	22	Appropriations	Children and others
Neglected & delinquent education	34	33	33	32	Appropriations	Children
Even start	NA	NA	NA	15	Appropriations	Families with children
Follow through	26	15	7	7	Appropriations	Children
TRIO - talent search	17	18	22	26	Appropriations	Children and others
TRIO - upward bound	67	71	80	92	Appropriations	Children
Gifted and talented	NA	NA	NA	8	Appropriations	Children
Women's educational equity	8	6	3	3	Appropriations	Children
Drug-free schools & communities	NA	NA	230	355	Appropriations	Children
Voc. ed. - basic State grants	612	667	799	826	Appropriations	Children and others
Consumer & homemaking education	44	32	33	33	Appropriations	Children and others
Voc. ed. - community based organizations	NA	NA	7	9	Appropriations	Children and others
Mathematics & science education	NA	NA	120	137	Appropriations	Children and others
Law-related education	1	1	4	4	Appropriations	Children and others
Arts in education	2	2	3	4	Appropriations	Children and others
Inexpensive book distribution	6	7	8	8	Appropriations	Children
Impact aid	682	600	708	733	Appropriations	Children
Innovation in education	NA	NA	NA	11	Appropriations	Children
Star schools (telecommunications)	NA	NA	19	14	Appropriations	Children
Magnet schools assistance	NA	NA	72	114	Appropriations	Children
Fund for improvement (FIRST)	NA	NA	NA	6	Appropriations	Children
Ellender fellowships, Close-Up	1	2	2	3	Appropriations	Children and others
DOD dependent schools	382	512	774	821	Obligations	Children

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TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions) FY81	FY84	FY88	FY89	Funding type	Represents funding for:
EDUCATION AND TRAINING PROGRAMS (cont.'d)						
Training economically disadvantaged	2,100[h]	1,900	1,800	1,800	Appropriations	Children and others
Job corps	561	599	716	742	Appropriations	Children
Summer youth employment & training	839[h]	825	718	709	Appropriations	Children
HEALTH PROGRAMS						
Medicaid[a, i]	4,100	4,700	7,000	7,700[e]	Federal and State outlays	Children
Maternal and child health block grant	387[b]	399	527	554	Appropriations	Children and others
Community health centers	324	351	395	415	Appropriations	Children and others
Preventive health and services	93[b]	87	85	84	Appropriations	Children and others
Childhood immunization	24	31	86	127	Appropriations	Children
Emergency medical services	NA	NA	2	3	Appropriations	Children
Family planning	161	140	140	138	Appropriations	Children and others
Alcohol, drug abuse, mental health block	519[b]	462	643	806	Appropriations	Children and others
High risk youth demonstration	NA	NA	23	25	Appropriations	Children
Community youth activity program	NA	NA	NA	15	Appropriations	Children
Pregnant and postpartum women and infants	NA	NA	NA	7	Appropriations	Children and mothers
Pediatric AIDS health care	NA	NA	5	8	Appropriations	Children and others
Indian health	690	832	1,005	1,081	Appropriations	Children and others
Indian youth substance abuse services	NA	NA	18	19	Appropriations	Children
Migrant health	43	42	44	46	Appropriations	Children and others

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[h] FY 1981 funding for predecessor program under the Comprehensive Employment and Training Act.

[i] Excludes funds for children eligible because of a disability.

TABLE 3. Federal Funding Level, Funding Type, and Program Participants--Continued

Program	Funding level (in millions) FY81	FY84	FY88	FY89	Funding type	Represents funding for:
HEALTH PROGRAMS (cont.'d)						
Federal employees health benefits	2,500	4,100	6,100	7,800*	Appropriations	Children and others
Military health care	5,700	7,200	12,100	12,700*	Obligations	Children and others
CHAMPVA	45	67	100	75*	Obligations	Children and others
HOUSING PROGRAMS						
Low-income public housing	2,400	2,800	2,500	3,200*	Outlays	Children and others
Leased housing (section 8)[j]	3,100	6,000	9,100	9,800*	Outlays	Children and others
Home ownership assistance	196	270	177	160*	Outlays	Children and others
Rental housing assistance	665	658	628	626*	Outlays	Children and others
Supportive housing for homeless	NA	NA	11	34*	Outlays	Children and others
Supplemental asst., facil. for homeless	NA	NA	3	6*	Outlays	Children and others

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[j] All reported funding amounts include leased housing assistance vouchers.

* Funding level is estimated amount.

NA = Not Available

NOTE: Caution should be used in comparing funding levels among programs in this table. Some reported funding levels include administrative costs, others do not; some program spending represents spending only on children, others encompass a wider array of recipients. Individual program descriptions contained in the report provide additional details. Not all programs contained in this report existed in 1981 or 1984. When the program was preceded by a group of categorical programs, funding levels for these predecessor programs are provided; otherwise, funding is not available.

All funding amounts are rounded. Most amounts over $1 billion are rounded to the nearest $100 million. Other programs are rounded to the nearest $1 million.

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DEPENDENT TAX EXEMPTION[2]

Authorization

Section 151 of the Internal Revenue Code; permanently authorized.

Program Description

The Federal income tax code allows a taxpayer to claim a personal exemption for himself and his spouse and a dependency exemption for each dependent. Five tests must be met before a dependency exemption is allowed: (1) the person must live with the taxpayer for the entire year as a member of the taxpayer's household or be related to the taxpayer; (2) the dependent's gross income must be less than the exemption amount, unless the dependent is under age 19 or a full-time student; (3) over half of the dependent's support must be furnished by the taxpayer (with certain exceptions for children of divorced parents); (4) the dependent must not have filed a joint return; and (5) the dependent must be a citizen, national, or resident of the United States, a resident of Canada or Mexico, or a child who, although not a U.S. citizen, has been legally adopted by a U.S. citizen living abroad.

An individual who can be claimed as a dependent by another taxpayer cannot claim an exemption for himself.

In tax year 1989, a deduction of $2,000 is allowed for each personal and dependency exemption. Beginning in tax year 1990, the exemption will be indexed for inflation.

The tax benefit of each exemption is phased out for taxpayers with the highest incomes. The phaseout begins after the benefit of the 15 percent tax bracket has been phased out. The benefit of each exemption is recovered with a surtax of 5 percent or adjusted gross income (AGI) above a specified amount. In 1989 the personal and dependency exemptions will be phased out beginning at income of $155,320 for married couples filing jointly; at $93,130 for single individuals; at $128,810 for heads of household; and at $117,895 for married individuals filing separately.

The personal and dependency exemptions are administered by the Internal Revenue Service of the U.S. Department of the Treasury.

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[2] Prepared by Gerald Mayer, Economics Division.

Funding

The personal and dependency exemptions are part of the graduated income tax structure of the Federal Government. No direct funding is provided.

Federal Funding Amounts

Revenue loss estimates are not available.

Participation Data

In tax year 1984, 73,907,903 exemptions were claimed for children. In tax year 1985, 73,327,932 exemptions were claimed for children. Later data are not available.

AID TO FAMILIES WITH DEPENDENT CHILDREN[3]

Authorization

Title IV-A of the Social Security Act; permanently authorized.

Program Description

The aid to families with dependent children (AFDC) program provides cash payments to needy children (and their caretakers) who lack support because at least one parent is dead, disabled, continually absent from the home, or (at the option of the State) unemployed. Beginning in October 1990, States will be required to provide cash payments to needy two-parent families whose principal earner is unemployed for 6 out of 12 months in States that do not already have the program.

States determine the standard of financial need and maximum benefit levels, which in most States are below 100 percent of the need standard. Federal law governs the treatment of recipients' earnings. Federal law imposes a gross income eligibility limit, set at 185 percent of the State's need standard. States set resource limits within the Federal outer limit of $1,000 in equity value per family in counted resources. Excluded are a home, the equity value of a car up to $1,500 (or a lower State limit), and, at State option, items of personal property deemed essential to daily living. AFDC eligibility entitles recipients to medicaid coverage and food stamps.

AFDC eligibility ends upon a child's 18th birthday unless his State chooses to pay benefits to high school students until they turn 19.

As a condition of eligibility, AFDC mothers must assign their child support rights to the State and cooperate with welfare offices in establishing paternity of a child born outside of marriage and in obtaining child support payments. Beginning in October 1990, Federal law requires States, to the extent resources permit, to require able-bodied recipients with no child under age 3 to participate in the State's education, training, and work program (mothers with children under age 6 have to participate only on a part-time basis).

The AFDC program is administered by the Office of Family Assistance, located within the Family Support Administration of the U.S. Department of Health and Human Services. The program is administered at the local level by county welfare offices.

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[3] Prepared by Carmen Solomon, Education and Public Welfare Division.

Funding

Federal matching for AFDC benefits varies among States. All States receive AFDC reimbursements on the basis of the medicaid formula, which offers cost-sharing for all benefits paid, no matter how high.

The Federal Government pays at least 50 percent of each State's benefit payments, and at most 83 percent. Under matching formulas in law, in FY 1989 roughly 54 percent of each AFDC benefit dollar was paid by the Federal Government and 46 percent was paid by the States, some of which require their local governments to share the costs. The Federal share currently ranges from 50 percent to 80.18 percent (FY 1990 data), and it is inversely related to State per capita income. The Federal Government also pays 50 percent of administrative costs in all States (90 percent of the cost of installing and developing automated management information systems).

Federal Funding Amounts (Outlays)

FY 1981: $6.8 billion (benefit payments)
$0.8 billion (administrative costs)
FY 1984: $7.7 billion (benefit payments)
$0.9 billion (administrative costs)
FY 1988: $9.2 billion (benefit payments)
$1.3 billion (administrative costs)
FY 1989: $9.0 billion (benefit payments)
$1.5 billion (administrative costs)

Benefit payments go to children and their caretakers. The percentage of funds that goes to children only is not available.

Participation Data

FY 1984: 10.9 million individuals, of which 7.2 million were children
FY 1988: 10.9 million individuals, of which 7.3 million were children

EARNED INCOME CREDIT[4]

Authorization

Section 32, Internal Revenue Code; permanently authorized.

Program Description

The earned income credit (EIC) offers cash aid to working parents who have relatively low earnings and a dependent child.

The EIC is the only tax credit that is "refundable." That is, a person does not need to owe any income tax to receive the credit. The Internal Revenue Service (IRS) makes a direct payment of the credit to those whose income is too low to owe income taxes or whose tax liability is smaller than the credit.

The Tax Reform Act of 1986 liberalized the credit and provides for automatic adjustments to reflect price inflation since 1984. In tax year 1989, the EIC equals 14 percent of the first $6,500 of earned income, including net earnings from self-employment, and thus may not exceed $910 per family per year. Between earnings of $6,500 and $10,240, the recipient receives the maximum EIC benefit of $910. For each dollar of adjusted gross income (or, if higher, earned income) above $10,240, the EIC is reduced by 10 cents. In 1989, the EIC ends when adjusted gross income reaches $19,340.

To receive the credit, a person need not owe or pay any income tax. However, he or she must apply for the credit, either by filing an income tax return at the end of the tax year or by filing an earned income eligibility certificate with his/her employer for advance payments of the credit. To be eligible for the EIC, married couples must file a joint return.

As of October 1, 1989, EIC benefits will not be taken into account for purposes of determining eligibility for aid to families with dependent children (AFDC) benefits. EIC is also disregarded by the food stamp program in determining an applicant's countable income.

Families receiving AFDC are ineligible for EIC if the AFDC grant is more than half the family income since the children in such families are not dependent on the families' earnings.

The earned income credit is administered by the IRS, located within the U.S. Department of the Treasury.

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[4] Prepared by Jim Storey, Education and Public Welfare Division.

Funding

The earned income credit is a combination of revenue lost from taxes not paid and direct Treasury payments to families.

Federal Funding Amounts

	Outlays[a]	Tax expenditures[b]
FY 1981:	$1.3 billion	$0.6 billion
FY 1984:	$1.1 billion	$0.3 billion
FY 1988:	$2.7 billion	$1.0 billion
FY 1989 (est.):	$3.8 billion	$1.4 billion

[a] Payments to families

[b] Revenue losses

Participation Data

1984: 6.4 million families
1988: 9.2 million families (est.)

Data are for calendar year to which credit applies.

EMERGENCY ASSISTANCE[5]

Authorization

Title IV-A of the Social Security Act; permanently authorized.

Program Description

This program provides financial assistance and social services to needy children under age 21 and their families to meet emergency needs. Assistance may be in the form of cash or such items as food, clothing, rent, utilities, or medical care.

The Social Security Act permits States to give emergency assistance (cash, in-kind aid, medical aid) to needy families with children, including migrant families, for no more than 30 days per calendar year, to "avoid destitution" of the children or to provide living arrangements for them.

In FY 1988 the emergency assistance program was in effect in 29 States and jurisdictions.

The emergency assistance program is administered by the Office of Family Assistance located within the Family Support Administration of the U.S. Department of Health and Human Services. At the local level, the program is administered by county welfare offices.

Funding

The Federal Government pays 50 percent of the State cost of providing the emergency assistance program.

Federal Funding Amounts (Outlays)

FY 1981:	$ 57.5 million
FY 1984:	$ 76.4 million
FY 1988:	$ 96.2 million
FY 1989:	$131.2 million (est.)

Spending is for children and adults. The percentage of funds that goes to children is not available.

Participation Data

FY 1984:	30,300 families
FY 1988:	46,000 families (est.)

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[5] Prepared by Carmen Solomon, Education and Public Welfare Division.

CHILD SUPPORT ENFORCEMENT[6]

Authorization

Title IV-D of the Social Security Act; permanently authorized.

Program Description

Title IV-D of the Social Security Act establishes a program of child support enforcement and paternity establishment. The program provides services to both aid to families with dependent children (AFDC) and non-AFDC families to locate absent parents, establish paternity, and to assist in the establishment and collection of court-ordered and administratively-ordered child support payments. The program was enacted in an effort to require noncustodial parents to support their children and thereby reduce AFDC expenditures.

Applicants for and beneficiaries of AFDC are required to make an assignment of support rights to the State in order to receive AFDC. In addition, each applicant or recipient must cooperate with the State if necessary to establish paternity and secure child support.

The support payments made on behalf of AFDC children are paid to the State for distribution rather than directly to the family. However, up to the first $50 in child support collected on behalf of an AFDC family in any month is paid to the family as an addition to its AFDC grant.

Non-AFDC families participate in the program on a voluntary basis. Services to non-AFDC families were made a permanent part of the program in 1980. Money collected for non-AFDC families goes directly to the family.

The program is administered by the Office of Child Support Enforcement, located within the Family Support Administration of the U.S. Department of Health and Human Services. At the State level, the program is administered by the State child support enforcement (IV-D) agency; at the local level, generally, by county welfare offices.

Funding

Federal matching of 66 percent is available to pay State costs of administering the child support enforcement program (in effect for FY 1990 and each year thereafter). Costs of developing or improving management information systems are matched at 90 percent. Collections made on behalf of families receiving AFDC (except the $50 payment, which goes to the family) directly offset AFDC benefit costs and are shared between the Federal Government and the States in accordance with the matching formula used for the AFDC program. In addition, States and localities receive incentive payments. The incentive payments are made according to a performance-based sliding scale paying 6 to 10 percent of both AFDC and non-AFDC collections. The child support enforcement program was designed with these special incentives to the State and local jurisdictions to obtain their full participation. The incentive payments are subtracted entirely from the Federal share of collections; thus, the States receive a larger share of collections made by the child support enforcement agency than the Federal Government.

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[6] Prepared by Carmen Solomon, Education and Public Welfare Division.

Federal Funding Amounts (Outlays)

FY 1981:	$439 million
FY 1984:	$510 million
FY 1988:	$827 million
FY 1989:	$941 million (est.)

Data represent Federal payments to States to administer their child support enforcement programs.

Participation Data

FY 1984: 1.194 million cases (647,000 AFDC cases, and 547,000 non-AFDC cases)

FY 1988: 1.680 million cases (613,000 AFDC cases, and 1,067,000 non-AFDC cases)

Data represent AFDC and non-AFDC child support enforcement cases in which a collection was made. A case comprises a family head and at least one child.

SUPPLEMENTAL SECURITY INCOME[7]

Authorization

Title XVI of the Social Security Act; permanently authorized.

Program Description

Supplemental security income (SSI) was created to assure a minimum cash income to all aged, blind, or disabled persons with few liquid assets. A child under age 18 who has an impairment of comparable severity with that of a qualifying adult may be considered disabled. The Federal Government pays for the basic income floor. At their option and expense, States supplement the basic guarantee.

Title XVI of the Social Security Act entitles to Federal payments persons (1) who are aged 65 or over, blind, or disabled; (2) whose counted income and resources (or, for children whose family's income and resources) fall within limits set by Federal law and regulations, and (3) who live in one of the 50 States, the District of Columbia, or the Northern Mariana Islands.

The income of the parents of a blind or disabled child under age 18 is considered in determining the eligibility and payment for the child. In addition, an individual's resources are deemed to include those of his parents (with whom he lives). Under the Federal regulations, only the value of the parent's resources that exceeds the applicable limit ($2,000 for a single parent, and $3,000 for two parents) is deemed to the child. There were 22,500 parent-to-child cases in 1987 in which deeming reduced the SSI benefit. The average monthly SSI benefit of a blind or disabled child in 1987 was $327. (The maximum SSI benefit for a single individual in 1987 was $340.) The maximum monthly benefit for an individual in 1989 is $368. Federal SSI benefits are increased annually in January to reflect price inflation.

In most but not all States, SSI eligibility confers automatic eligibility for medicaid. An SSI recipient who is a member of an AFDC family may *not* be included in the AFDC assistance unit; thus, his income and resources are not counted by AFDC.

The SSI program is administered by the Social Security Administration of the U.S. Department of Health and Human Services.

Funding

The SSI program provides a minimum income floor, fully financed by U.S. general revenue to needy persons who are aged, blind, or disabled. States have the option of providing additional payments to SSI recipients at their own expense. If a State chooses to have the Federal Government administer its supplements,

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[7] Prepared by Carmen Solomon, Education and Public Welfare Division.

Federal funds pay all administrative costs. If States administer their own supplements, they must pay all their costs.

Federal Funding Amounts (Outlays)

FY 1981: $ 6.4 billion (benefit payments)
$ 0.8 billion (administrative costs)
FY 1984: $ 7.5 billion (benefit payments)
$ 0.9 billion (administrative costs)
FY 1988: $11.4 billion (benefit payments)[a]
$ 1.1 billion (administrative costs)
FY 1989: $11.3 billion (benefit payments)[b]
$ 1.0 billion (administrative costs) (est.)

[a] The benefit payment figure reflects 13 months of payments. The figure for 12 months of payments is $10.4 billion.

[b] Based on March 1989 data, average yearly benefit payments to SSI children are estimated at $1.3 billion.

Figures represent total SSI benefits to adults and children.

Participation Data

FY 1984: 4.0 million recipients, of whom nearly 6 percent were blind or disabled children

FY 1988: 4.5 million recipients, of whom nearly 7 percent were blind or disabled children

GENERAL ASSISTANCE TO INDIANS[8]

Authorization

Snyder Act of 1921; permanently authorized.

Program Description

General Assistance to Indians (GAI) provides cash assistance for needy Indians (descended from a member of a tribe that is recognized by the United States Government) and for needy Alaskan Natives. Recipients must live in Alaska or Oklahoma, or on (or near) an Indian reservation in 1 of 14 other States: Arizona, Colorado (Southern Ute Reservation), Idaho, Kansas, Minnesota (Red Lake Reservation), Mississippi, Montana, Nebraska, Nevada, New Mexico, North Carolina, North Dakota, South Dakota, or Wyoming. The program is administered by the Bureau of Indian Affairs (BIA) of the U.S. Department of the Interior.

"Needy" families with children are eligible regardless of the structure of the family or the employment status of the principal earner. They need only meet the income and resource tests established for their State by aid to families with dependent children (AFDC). They cannot be enrolled in AFDC or in the Federal program of supplemental security income (SSI), which provides cash aid for elderly, blind, and disabled persons in need. Furthermore, to receive BIA general assistance, they must live in an area where general cash assistance is not available or is not provided on the same basis to all residents from a State or local government unit. However, they may receive BIA general assistance while their applications are pending for AFDC or SSI. They must accept available employment that they are "able and qualified" to perform.

Under BIA regulations, maximum benefits for families with children equal those paid to an AFDC family of the same size in the given State. For a family of three persons, maximum GAI benefits ranged in January 1989 from $120 monthly in Mississippi to $809 in Alaska. Among the 15 States with the Indian cash assistance program, only Alaska provides automatic annual cost-of-living adjustments to AFDC benefits. In the other States, AFDC benefit increases--and, thus, GAI benefit increases--occur irregularly, if at all.

Funding

The program is funded by the Federal Government.

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[8] Prepared by Vee Burke, Education and Public Welfare Division.

Federal Funding Amounts (Obligations)

FY 1981: $52.9 million
FY 1984: $64.3 million
FY 1988: $67.5 million (est.)
FY 1989: $67.5 million (est.)

Data represent sums spent on behalf of children and adults. A breakdown is not available.

Participation Data

FY 1984: 71,000 persons
FY 1988: 69,100 persons (est.)

Data represent a monthly average of both children and adults.

SOCIAL SECURITY (DEPENDENTS BENEFITS)[9]

Authorization

Title II of the Social Security Act; permanently authorized.

Program Description

Social security cash benefits are paid to the dependent children of retired or disabled workers who are entitled to social security benefits, and to dependent children of deceased workers who have worked long enough in employment covered by social security to be insured for survivors' benefits. Children are paid directly or through a representative payee, such as a surviving parent, other relative, or guardian. The amount of the benefit is a percentage of the worker's basic benefit: 50 percent for the child of a retired or disabled worker; and 75 percent for the child of a deceased worker (both subject to a family maximum). The average benefit per child in calendar year 1988 is estimated at $272 a month. Benefits are increased in accordance with increases in the Consumer Price Index. The administering agency is the Social Security Administration, the U.S. Department of Health and Human Services.

Funding

A worker becomes insured for benefits through employment covered under the social security law. Coverage is generally compulsory. Payroll taxes on workers' earnings up to a statutory maximum each year are withheld and matched by employers. Self-employed persons pay taxes on their earnings annually up to the same maximum as employees, but at a rate that is roughly twice the employee rate. All taxes are credited to the social security trust funds. In addition, the trust funds receive credit for revenue generated by the income taxation of social security benefits. The trust funds may disburse funds only for: (1) monthly benefits when the worker retires, becomes disabled, or dies (including a financial interchange with the railroad retirement system); and (2) administrative expenses for each program. No State funds are involved.

Federal Funding Amounts (Outlays)

FY 1981:	$11.5 billion
FY 1984:	$10.7 billion
FY 1988:	$10.6 billion (est.)
FY 1989:	$11.0 billion (est.)

Data represent payments to dependent children only.

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[9] Prepared by Geoffrey Kollman, Education and Public Welfare Division.

Participation Data

FY 1984: 3,400,968 children in current payment status
FY 1988: 3,246,160 children in current payment status (est.)

UNEMPLOYMENT COMPENSATION (DEPENDENT ALLOWANCE)[10]

Authorization

The Federal Unemployment Tax Act; Titles III, IX, and XII of the Social Security Act; Federal-State Extended Unemployment Compensation Act of 1970; and Federal Supplemental Compensation Act of 1982; permanently authorized.

Program Description

The unemployment compensation (UC) system has two main objectives: (1) to provide temporary and partial wage replacement to involuntarily unemployed workers who were recently employed; and (2) to help stabilize the economy during recessions. The U.S. Department of Labor oversees the system, but each State has its own program. Because Federal law defines the District of Columbia, Puerto Rico, and Virgin Islands as "States" for the purposes of UC, there are 53 State programs.

The States set weekly benefit amounts as a fraction of the individual's average weekly wage up to a State-determined maximum. The potential maximum duration available is 39 weeks. The permanent regular State UC programs usually provide up to 26 weeks. The permanent Federal-State extended benefits program provides up to 13 additional weeks in States where unemployment rates are relatively high. Extended benefits are not offered in any State as of November 25, 1989.

Fourteen State programs provide dependents' allowances for children, and 10 of these States also provide allowances for nonworking spouses. These allowances vary by definition of dependent and amount provided. In general, a dependent must be wholly or mainly supported by the claimant, or living with or receiving regular support from the claimant. Although four States relate the allowance to prior earnings, it is usually a fixed amount per dependent. Allowances per dependent range from $1 to $88 per week up to a total for all dependents as high as $127 per week as of January 1989.

Funding

Unemployment compensation is based on a claimant's recent work history. It is funded by employer payroll taxes. Tax receipts are credited to the Federal unemployment trust fund. Funds are withdrawn by the States as needed to pay benefits, and State trust fund accounts are charged for the withdrawals.

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[10] Prepared by Jim Storey, Education and Public Welfare Division.

Federal Funding Amounts (Outlays for Benefits Only)

FY 1981:	$15.6 billion
FY 1984:	$16.5 billion
FY 1988:	$13.1 billion
FY 1989:	$13.6 billion (est.)

No data are available on dependents. Figures shown are for all State UC benefit payments.

Participation Data

Number of persons receiving at least one week of benefits:

FY 1984:	9,832,000
FY 1988:	6,924,000

No data are available on dependents. All figures shown are for the whole UC program.

CIVIL SERVICE CHILD SURVIVOR BENEFITS[11]

Authorization

Title 5 U.S.C.; permanently authorized.

Program Description

Cash benefits are paid to the children of deceased Federal civil service employees and deceased civil service annuitants. A child must be unmarried and must be: (1) under age 18; (2) under age 22 if regularly pursuing a full-time course of study; or (3) any age and incapable of self-support due to physical or mental incapacity. If a civil service employee dies after completing at least 18 months of civilian service, or dies after retiring under the civil service retirement system (CSRS) or the Federal employees' retirement system (FERS), each surviving child is entitled to an annuity that is adjusted annually to account for increases in the Consumer Price Index. If the deceased employee or retiree was covered under FERS, the child survivor benefit is offset by any social security children's benefits attributable to the parent's Federal service. If there is a surviving spouse each child receives an annuity equal to the smallest of:

(1) 60 percent of the average pay for the highest-paid 3 years of service of the employee divided by the number of children;

(2) $3,060 per year (in 1989) per surviving child; or

(3) $9,180 per year (in 1989) divided by the number of children.

If a civil service employee dies after completing at least 18 months of service, or dies after retiring under the CSRS or FERS, and is *not* survived by a spouse, each surviving child is entitled to an annuity equal to the smallest of:

(1) 75 percent of the average pay for the highest-paid 3 years of service of the employee divided by the number of children;

(2) $3,672 per year (in 1989) per surviving child; or

(3) $11,016 per year (in 1989) divided by the number of children.

Funding

The CSRS is administered by the Office of Personnel Management. All payments are made with Federal funds and are paid directly to the surviving children on a monthly basis.

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[11] Prepared by Carolyn Merck, Education and Public Welfare Division.

Federal Funding Amounts (Benefit Outlays)

FY 1981: $140 million
FY 1984: $132 million
FY 1988: $126 million

Later data are not available.

Participation Data

Number of children receiving child survivor annuities as of September 31 of each fiscal year:

FY 1984: 48,987
FY 1988: 42,240

MILITARY SURVIVOR BENEFIT PLAN[12]

Authorization

10 U.S.C. 1447 et seq.;[13] permanently authorized.

Program Description

The survivor benefit plan (SBP) is a voluntary program available upon retirement to members of the military service.[14] The plan is designed to provide financial assistance to eligible survivors of military retirees (or retirement-eligible members). A retiree is automatically enrolled in the SBP at the maximum level of coverage unless the retiree elects not to participate or to participate at a lesser level of coverage. When the retiree dies, his or her beneficiary(ies) receives monthly annuities for as long as the beneficiary(ies) remains eligible. Benefits are subject to certain cost of living adjustments and may be integrated with social security or U.S. Department of Veterans' Affairs benefits.

Spouses are by far the most frequent recipients of SBP annuities. A military retiree may, however, designate as the recipient(s) a child or children, a spouse and child(ren), former spouse, former spouse and child(ren), or a person with an "insurable interest" in the retiree's income.

Eligibility for and the amount of benefits generally depends upon the coverage selected by the retiree, the retiree's status (i.e., retired from active duty or the Reserve Components--including the National Guard), age at which the retiree dies, and the relationship of the survivor to the retiree.

The SBP is administered by the U.S. Department of Defense (DOD) and each of the military services.

Funding

A retiree participating in the SBP usually has a portion of his or her retired pay deducted by the Government. The amount of the deduction is determined by the level of coverage and type of coverage the retiree selects. These deductions defray approximately 60 percent of the cost of the plan. DOD appropriated funds transferred from the military personnel budget accounts to the DOD military retirement fund make up the rest.

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[12] Prepared by David F. Burrelli, Foreign Affairs and National Defense Division.

[13] The SBP replaced the retired serviceman's family protection plan, under which benefits are still being paid to certain survivors.

[14] Retired members of the Coast Guard (U.S. Department of Transportation) and Commissioned officers in the Public Health Service (U.S. Department of Health and Human Services) and the National Oceanic and Atmospheric Administration (U.S. Department of Commerce) are also eligible to participate in the SBP.

Federal Funding Amounts (Obligations)

FY 1981: $328.9 million
FY 1984: $500.4 million
FY 1988: $767.3 million
FY 1989: $803.7 million (est.)

Amounts represent payments to all survivors, not just child survivors.

Participation Data

At the end of FY 1988, 134,197 beneficiaries (adults and children) were receiving SBP annuities. No separate breakdown for children is available.

VETERANS' DEPENDENCY AND INDEMNITY COMPENSATION[15]

Authorization

38 U.S.C. 410 et seq.; permanently authorized.

Program Description

The dependency and indemnity compensation (DIC) program of the U.S. Department of Veterans' Affairs (VA) provides direct payments to surviving spouses, unmarried children and certain parents of service personnel or veterans who die on or after January 1, 1957, as a result of a service-connected disability. Payments are also made on behalf of veterans who die as a result of nonservice-connected causes if the veteran was totally disabled for a certain period of time prior to death. To qualify for DIC payments, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) a person incapable of self-support because of a mental or physical defect appearing before age 18.

The rate of monthly DIC payments to a surviving spouse depends upon the deceased veteran's military pay grade. This amount (range is from $564 to $1,551 per month) is increased by $65 per month for every child under age 18 and by other amounts for eligible children aged 18 and over. The DIC rate for a child alone is $284 per month. This per child rate is somewhat lower where there is more than one child. These payment levels are effective through December 1990. Periodically, generally annually, Congress enacts legislation to increase these benefit amounts.

Funding

Funding for this program is appropriated from general revenue.

Federal Funding Amounts (Outlays)

FY 1981: $257.5 million
FY 1984: $252.5 million
FY 1988: $217.1 million
FY 1989: $213.9 million

These data are estimates for all cases involving at least one child. They include spending for the adults in these cases.

Participation Data

FY 1984: 57,151 children (as of September 1984)
FY 1988: 42,389 children (as of September 1988)

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[15] Prepared by Mary F. Smith, Education and Public Welfare Division.

VETERANS' NONSERVICE-CONNECTED PENSION[16]

Authorization

38 U.S.C. 532 et seq.; permanently authorized.

Program Description

The U.S. Department of Veterans' Affairs (VA) makes direct payment of pensions to needy spouses and unmarried children of deceased wartime veterans. Generally, the veteran must have had at least 90 days of wartime service, unless discharged or retired sooner for a service-connected disability. If the veteran died in service not in the line of duty, the veteran must have completed at least 2 years of active service.

To receive the death pension, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) a person incapable of self-support because of a mental or physical defect appearing before age 18.

The amount of the pension depends upon the eligibility criteria and the countable income of the beneficiary. Persons who became eligible for a pension after December 31, 1978, receive their pension under the "improved pension program." This program provides an annual pension of $1,150 for a child alone, and $5,941 for a surviving spouse and child. These amounts are reduced by the annual countable income of the beneficiary on a dollar-for-dollar basis. These payment levels are effective through December 1990. Cost-of-living adjustments (COLAs) are automatically provided annually at the same time and at the same rate as COLAs for social security benefits.

In addition to death pension benefits, *living* veterans receiving disability pensions receive increased payments if they have dependent children in their custody. To be eligible for pension benefits, living veterans must have served at least 90 days of wartime service, be totally and permanently disabled or be aged 65 or over, and must meet income criteria. Children of living veterans must meet the eligibility criteria used for deceased veterans, described above. If the veteran has a spouse, the additional payment for one or more children is $1,150 per child. If the veteran has no spouse, the additional payment is $2,100 for the first child and $1,150 for each additional child.

Funding

Funding for this program is appropriated from general revenue.

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[16] Prepared by Mary F. Smith, Education and Public Welfare Division.

Federal Funding Amounts (Outlays)

FY 1981:	$291.4 million
FY 1984:	$165.5 million
FY 1988:	$117.2 million
FY 1989:	$106.5 million

These data are estimates for all cases involving at least one child of a deceased veteran. They include spending for the adults in these cases. Data do not include funds paid to living veterans with dependent children.

Participation Data

FY 1984:	173,012 children (as of September 1984)
FY 1988:	75,547 children (as of September 1988)

Data do not include dependent children of living veterans.

WORKERS' COMPENSATION FOR FEDERAL EMPLOYEES[17]

Authorization

5 U.S.C. 8101 et seq.; permanently authorized.

Program Description

The Federal Employees' Compensation Act (FECA) authorizes monthly cash payments to Federal employees suffering work-related injuries, and to survivors in cases of work-related death.

Cash payments to injured employees and surviving spouses are increased if there is a dependent child. For injured employees, payments are increased from the normal two-thirds of pre-injury pay to 75 percent if the injured employee has one or more dependent children. Payments to surviving spouses are increased from the normal half of pre-injury pay to 60 percent if there is one dependent child, or to 75 percent if there are two or more dependent children.

Surviving dependent children (orphans) receive cash payments in their own right if there is no surviving spouse--ranging from 40 percent of pre-injury pay for one surviving child to 75 percent, shared equally, if there are four or more surviving children.

Cash payments on account of or to a dependent child continue until the child reaches age 18 or marries, whichever occurs first; however, payments can continue past age 18 if the child is in school (through age 22) or if the child is incapable of self-support because of a disability. All cash payments to long-term recipients (those on the rolls for more than a year) are indexed annually to changes in the Consumer Price Index (CPI); however, minimum and maximum benefit rules constrain the amounts actually paid.

FECA benefits are administered by the Office of Workers' Compensation Programs, the U.S. Department of Labor (DOL), with the cooperation of the appropriate employing agency.

Funding

FECA benefits are funded through annual appropriations from the Federal Treasury to DOL and transfers of funding from employing agencies. They are paid directly to recipients.

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[17] Prepared by Joe Richardson, Education and Public Welfare Division.

Federal Funding Amounts (Outlays)

Cash payments to FECA cases with children are not available for all years; however, DOL staff have estimated that $627 million was paid to cases with children in FY 1989. Outlays for cash benefits to *all* FECA cases are listed below:

FY 1981: $627 million
FY 1984: $724 million
FY 1988: $905 million
FY 1989: $988 million (est.)

Participation Data

According to the most recent DOL staff estimate, a monthly average of between 30,000 and 35,000 cases on the FECA rolls in FY 1989 included children as primary beneficiaries or dependents.

FEDERAL BLACK LUNG DISABILITY BENEFITS PROGRAM[18]

Authorization

Black Lung Benefits Act (Title IV of the Federal Coal Mine Health and Safety Act of 1969); permanently authorized.

Program Description

The Black Lung Benefits Act provides for monthly cash payments to eligible coal miners totally disabled by coal workers' pneumoconiosis ("black lung"), and to their survivors in case of death from black lung.

Cash payments are increased from the normal monthly benefit for one recipient (i.e., 37.5 percent of the salary level of a GS-2 Federal employee) if there are dependent children. In the case of a disabled miner with dependent children, a surviving spouse with dependent children, and surviving orphans, cash benefits can range up to double the payment for one recipient (i.e., up to 75 percent of a GS-2 Federal salary). Benefits on account of or to a child continue until the child reaches age 18 or marries, whichever occurs first; however, they can continue beyond age 18 if the child is a student or is disabled for social security purposes. Cash benefits are "indexed" to any changes in Federal salary levels and, in FY 1989, monthly payments ranged from $359 to $718.

Black lung disability benefits are administered by the Social Security Administration, the U.S. Department of Health and Human Services, for claims filed before 1974 ("part B" claims), and by the Office of Workers' Compensation Programs, the U.S. Department of Labor (DOL), for those filed later ("part C" claims).

Funding

Part B cash payments are funded through annual appropriations from the Federal Treasury. Part C payments are funded by the black lung disability trust fund, which is in turn financed with a special tax on coal sales. However, in the few cases where a responsible coal mine operator has been identified as liable, the mine operator (or the operator's insurer) pays the benefit cost.

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[18] Prepared by Joe Richardson, Education and Public Welfare Division.

Federal Funding Amounts (Outlays)

Payments to black lung cases with children are not available for all years; however, Social Security Administration and DOL staffs have estimated that about $90 million was paid to cases with children in FY 1986. Outlays for cash benefits to *all* black lung cases are listed below:

FY 1981:	$1.6 billion
FY 1984:	$1.4 billion
FY 1988:	$1.4 billion
FY 1989:	$1.4 billion (est.)

Participation Data

According to the most recent estimates of Social Security Administration and DOL staffs, black lung cases having children as primary beneficiaries or dependents represented approximately 6 percent of total cases--about 20,000 cases--in FY 1986.

NUTRITION PROGRAMS

FOOD STAMPS[19]

Authorization

Food Stamp Act of 1977; appropriations authorized through FY 1990.

Program Description

The food stamp program provides a monthly supplement, in the form of food stamps, to the food purchasing power of low-income individuals and families.[20] Food stamp benefits received are usable to purchase food for home consumption and, in certain cases, prepared meals or food-related items such as seeds and plants for growing food at home.

The program's eligibility and benefit rules are federally established and, with few exceptions, are nationally uniform. Eligibility generally depends on a household's monthly cash income and liquid assets; however, most adult household members also must fulfill any work-related requirements imposed by administering State welfare agencies. The program aims at assisting households with gross monthly incomes below 130 percent of the Federal poverty levels; households where all members receive aid to families with dependent children (AFDC) or supplemental security income (SSI) benefits are automatically eligible for food stamps.

Monthly benefit allotments vary by household size and income; in FY 1989, they averaged $52 per person per month. Benefits and income eligibility standards are indexed for inflation annually.

Administration of the food stamp program is the responsibility of the U.S. Department of Agriculture's (USDA's) Food and Nutrition Service at the Federal level. State and local welfare departments carry out actual eligibility and benefit determinations under Federal rules and issue monthly benefits.

Funding

All food stamp benefit costs are borne by the Federal Government, in addition to its own administrative costs and half of most State and local administrative expenses. States and localities finance the remaining administrative expenditures.

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[19] Prepared by Joe Richardson, Education and Public Welfare Division.

[20] In Puerto Rico, the Commonwealth's nutrition assistance program, funded by a Federal block grant of funds authorized under the Food Stamp Act, provides benefits in the form of cash. In addition, certain elderly and disabled households receive their benefits in cash.

Federal Funding Amounts (Obligations)[a]

FY 1981:	$ 8.2 billion
FY 1984:	$ 9.8 billion
FY 1988:	$ 9.9 billion
FY 1989:	$10.3 billion

[a] Estimated benefits to households with children based on the proportions shown in 1981 (77 percent), 1983 (85 percent), and 1986 (82 percent) surveys of the characteristics of food stamp households. Benefits in Puerto Rico are included.

Participation Data

According to the most recently released USDA survey of the characteristics of food stamp households (for the summer of 1986), households with children made up 61 percent of all participating households, and children under age 18 accounted for 51 percent of all recipients. In May 1989, there were a total of 18.8 million recipients of all ages.

NATIONAL SCHOOL LUNCH PROGRAM[21]

Authorization

National School Lunch Act of 1946; permanently authorized.

Program Description

The national school lunch program provides Federal cash and commodity assistance to schools serving nonprofit lunches to students each school day. The program requires, among other things, that lunches meet nutritional standards set by the U.S. Department of Agriculture (USDA), that all children in a school have access to subsidized lunches, that children from lower income families be afforded the opportunity to receive free or reduced-price lunches, and that schools not make a profit on their lunch program. Children with family incomes at or below 130 percent of the Federal poverty level are eligible to receive free lunches. Those in families with incomes above 130 percent but at or below 185 percent of the poverty level are eligible to receive lunches at a reduced price. Children in families with incomes above 185 percent of the poverty level may receive lunches at the full (but still subsidized) price. (These full price meals are referred to as "paid" lunches.)

Schools eligible to participate in the lunch program are all public elementary and secondary schools, and private, nonprofit elementary and secondary schools. Also eligible to participate in the program are public and private, nonprofit licensed residential child care institutions (e.g., orphanages, homes for retarded children, and temporary homes for runaway children). According to the USDA, in FY 1988, 89,747 schools received Federal school lunch funds. The school lunch program was available to 40.9 million children, 87 percent of the total number enrolled in the Nation's elementary and secondary schools. Of those children in schools with a lunch program in FY 1988, 24.6 million or 60 percent participated in the school lunch program.

The program is administered at the Federal level by the Food and Nutrition Service of the USDA.

Funding

Federal assistance to States (usually State educational agencies (SEAs)) for the school lunch program is provided in the form of legislatively set cash or commodity reimbursement rates, adjusted for inflation each July 1, for each meal served. The amount of the Federal cash reimbursement varies according to the family income of the participating child although all meals are minimally subsidized through a "basic" reimbursement regardless of family income (section 4 of the National School Lunch Act). In addition to the "basic" cash assistance, additional cash reimbursement is provided for each meal served to low-income children receiving free and reduced-price lunches (section 11 of the National School Lunch Act).

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[21] Prepared by Ilene Shapiro, Education and Public Welfare Division.

State matching funds are required for Federal funding provided under the "basic" assistance part of the program (i.e., section 4 assistance provided for meals served to children regardless of their family income). These matching funds, plus contributions from local revenue and students' meal payments are used to cover the full costs of operating the program. The school lunch program is the only child nutrition program that has requirements for State matching. In addition to cash assistance, commodity assistance also is provided for each school lunch served. See separate description of commodity assistance program.

Federal Funding Amounts (Program Level)[a]

FY 1981: $2.4 billion
FY 1984: $2.6 billion
FY 1988: $2.9 billion
FY 1989: $3.1 billion (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984: 23.4 million
FY 1988: 24.2 million

Data represent average daily participation for October-May, plus September.

SCHOOL BREAKFAST PROGRAM[22]

Authorization

Child Nutrition Act of 1966; permanently authorized.

Program Description

The school breakfast program provides Federal funds to assist in providing breakfasts to children in schools and residential child care institutions. The program must operate on a nonprofit basis, and provide breakfasts which meet nutritional criteria set by the U.S. Department of Agriculture (USDA).

All children attending a participating school may receive such subsidized breakfasts, and are charged for each meal according to their family income. Children from families with incomes at or below 130 percent of the Federal poverty income level are eligible for free breakfasts; those from families with incomes above 130 percent but at or below 185 percent of the poverty level are eligible for reduced-price breakfasts, and children above 185 percent of poverty are eligible for breakfasts at the full price (so-called "paid" breakfasts).

All public elementary and secondary schools are eligible to participate in the school breakfast program. Private, nonprofit elementary and secondary schools also are eligible to participate as are public and private nonprofit licensed residential child care institutions.

The program is administered at the Federal level by the Food and Nutrition Service of the USDA.

Funding

Through the State educational agency, participating schools receive Federal assistance according to legislatively set reimbursement rates for each breakfast served, adjusted for inflation each July 1. The amount of Federal reimbursement varies according to the family income of the participating child. A "regular" reimbursement rate is available to all participating schools and institutions for breakfasts served to nonpoor children. Higher rates are set for breakfasts served free or at a reduced price to low-income children. Additionally, schools that serve more than 40 percent of their school lunches to lower-income children may receive additional "severe need" reimbursement for such breakfasts. There is no specific limit set on how much a school may charge for so-called "paid" breakfasts. Schools may set prices that are higher than their costs for such paid breakfasts to assist in meeting uncovered costs for free and reduced-price breakfasts. However, schools may not make an overall profit on their breakfast programs. There are no State matching requirements for Federal funds provided to the school breakfast program.

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[22] Prepared by Ilene Shapiro, Education and Public Welfare Division.

Federal Funding Amounts (Program Level)[a]

FY 1981:	$321.0 million
FY 1984:	$372.6 million
FY 1988:	$473.2 million
FY 1989:	$509.7 million (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984:	3.43 million
FY 1988:	3.69 million

Data represent average daily participation for the peak month.

CHILD CARE FOOD PROGRAM[23]

Authorization

National School Lunch Act of 1946; permanently authorized.

Program Description

The child care food program was designed to assist States in providing nutritious meals to children in day care centers, family and group day care homes, and head start centers. Program sponsorship is limited to public and private nonprofit child care centers and family and group day care homes. For-profit sponsors may receive assistance under the child care food program if they receive compensation for child care under the social services block grant (title XX of the Social Security Act) for at least 25 percent of the children they serve. In order to qualify for the program, centers and homes must be licensed or approved according to Federal, State, or local standards.

All children in participating child care centers are eligible to receive subsidized meals or snacks. The family income cut-off levels for eligibility for free meals or snacks is 130 percent of the Federal poverty level and 185 percent of poverty for reduced-price meals and snacks. There is no income test for meals and snacks served in family or group day care homes. The children of family day care home providers, however, may only participate in the child care food program if their family income is at or below 185 percent of the Federal poverty guidelines. Children under age 12, migrant children under age 15, and handicapped children (no age limit) are eligible to participate in the child care food program. The vast majority of children served by the program are between the ages of 3 and 5 years old.

The program is administered at the Federal level by the Food and Nutrition Service of the U.S. Department of Agriculture.

Funding

Each meal served in child care centers and family and group day care homes is federally subsidized. Federal support for the child care food program is provided through the appropriate State agency (usually the State educational agency), on the basis of annually adjusted legislatively mandated subsidy rates. Breakfasts, lunches, suppers, and supplements (snacks) may be subsidized; however, for children in day care less than 8 hours a day, the number is limited to two meals and one snack per day per child, or one meal and two snacks. For each child in day care more than 8 hours per day, centers may receive subsidies for up to two meals and two snacks, or three meals and one snack.

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[23] Prepared by Ilene Shapiro, Education and Public Welfare Division.

For child care centers, reimbursement rates are based on the family income of the individual child receiving the meal or supplement. Basic rates are established for meals and snacks served to all children in participating centers (these meals are referred to as "paid" meals). Higher rates are provided for meals or snacks served at no charge or at considerably reduced charge to children whose family income meets federally set income criteria. The reimbursement rates for meals served in child care centers are the same as those provided for school lunches and breakfasts. Supplement (snack) rates are also provided.

Separate rates are established for meals and snacks served in family day care or group homes. These do not vary according to family income of the participating child, as do the rates for child care centers. Administrative payments are also provided for group and family day care homes. There are no State matching requirements for the child care food program.

Commodity assistance is also provided for meals served under the child care food program. See separate description of commodity assistance program.

Federal Funding Amounts (Program Level)[a]

FY 1981: $290.5 million
FY 1984: $356.9 million
FY 1988: $613.1 million
FY 1989: $669.4 million (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984: 1.1 million
FY 1988: 1.3 million

Data represent the average daily participation for the peak month.

SUMMER FOOD SERVICE PROGRAM[24]

Authorization

National School Lunch Act of 1946; authorized through FY 1994.

Program Description

The summer food service program provides funds to assist States in providing meal service to children from low-income areas during the summer months. Only service institutions located in areas where 50 percent or more of the children are from families with incomes at or below 185 percent of the poverty level may participate in the program. Eligible service institutions include public agencies, such as schools, and local, municipal, or county government organizations and private nonprofit sponsors, in certain instances. There is no individual income test for participants. Up to two meals a day (lunch or either breakfast or a snack) are served free to all participants, except in camps and programs primarily serving migrants, where up to four meals may be subsidized. The program operates only during the summer months, in daytime summer programs.[25] In summer camps, only meals served to children from families at or below 185 percent of the Federal poverty level may be subsidized.

The program is administered by the Food and Nutrition Service of the U.S. Department of Agriculture.

Funding

Through the State education or other agencies, local sponsors of the summer food service program receive Federal cash and commodity assistance for meals and snacks they serve under the program. Federal payments are set by law and annually adjusted for inflation. Meals served under the summer food service program are reimbursed at a flat rate without regard to the family income of the participating child. Additional per meal administrative reimbursements are provided to local sponsors as well. There are no State matching requirements for the summer food service program.

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[24] Prepared by Ilene Shapiro, Education and Public Welfare Division.

[25] An exception to this authorizes colleges and universities participating in the summer food program as national youth sports program sponsors to receive reimbursement for meals and snacks served to children participating in national youth sports programs that operate during the academic year. However, instead of receiving the summer food service meal and snack reimbursements, these extended year programs receive reimbursements at the same rate as those provided for free meals under the school lunch and breakfast programs.

Federal Funding Amounts (Program Level)[a]

FY 1981: $121.7 million
FY 1984: $105.0 million
FY 1988: $136.3 million
FY 1989: $149.2 million (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984: 1.4 million
FY 1988: 1.6 million

Data represent the average daily attendance for July (peak month).

COMMODITY ASSISTANCE FOR CHILD NUTRITION PROGRAMS[26]

Authorization

National School Lunch Act of 1946. Guaranteed level of commodity assistance is permanently authorized; authority to use the U.S. Department of Agriculture (USDA) commodities for this purpose is authorized through FY 1994.

Program Description

Commodity assistance for lunches served under the school lunch, child care food, and summer food service programs provides a guaranteed level of commodity support for lunches served through these programs. Commodity donations for breakfasts served under the school breakfast and child care food programs is available to the extent that appropriate commodities are available from USDA holdings. Commodities include perishable commodities (meat, poultry, fish, fruits and vegetables) and non-perishable commodities (grains, oils, and peanut products). In addition to the guaranteed level of commodity support, "bonus" commodities may be made available to States for child nutrition programs. "Bonus" commodities are those that are donated over and above the amount needed to meet the guaranteed level of commodity support and that must be donated to avoid waste or spoilage of commodities acquired by the USDA through its price support and surplus removal programs. All program participants receive the benefits of commodity assistance for lunches served, regardless of family income.

Commodity assistance programs are administered by the Food and Nutrition Service (FNS), of the USDA.

Funding

The level of commodity support for each lunch served under the school lunch, child care food, and summer food service programs is a legislatively mandated rate of assistance for each meal served under these programs. This per meal rate of assistance is annually adjusted to reflect inflation and is used to determine the full amount of commodities to which a State is entitled. The full level of assistance is determined by multiplying the total number of lunches served in the preceding school year by the mandated per meal rate of assistance. Based on their level of assistance, each State agency (usually the State educational agency) requests the amount and kind of commodities that they plan to use in their meal service programs. Two sources of funds are available for the purchase of commodities necessary to fulfill the mandated level of commodity support: (1) funds received from commodity purchases under the child nutrition programs appropriation and (2) funds received under section 32 of the Agricultural Act of 1935.

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[26] Prepared by Ilene Shapiro, Education and Public Welfare Division.

Bonus commodities are acquired by the USDA through its price support and surplus removal programs. When the Commodity Credit Corporation (CCC) acquires significant inventories of price support commodities, section 416 of the Agricultural Act of 1949 authorizes the CCC to donate from these inventories to schools and other institutions. Under the surplus removal program, the U.S. Secretary of Agriculture determines when perishable commodities should be purchased and donated to schools and institutions. States are not required to match either the mandated or bonus commodity assistance.

Federal Funding Amounts (Program Level)[a]

FY 1981:	$632.0 million
FY 1984:	$457.1 million
FY 1988:	$507.0 million
FY 1989:	$530.4 million (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements. Includes the values of commodities purchased with FNS funds and with section 32 agricultural surplus removal funds by the Agricultural Marketing Service. Does not include the value of "bonus" commodities.

Participation Data

Commodity assistance is provided for each lunch served under the school lunch, child care food, and summer food service programs. Commodity assistance for breakfasts served under the school breakfast and child care food programs is provided to the extent that appropriate commodities are available. See participation data for each of these program descriptions for the number of children served by the USDA commodity assistance.

SPECIAL MILK PROGRAM[27]

Authorization

Child Nutrition Act of 1966; permanently authorized.

Program Description

The special milk program (SMP) provides Federal funds for milk served to children in public and private nonprofit schools and child care institutions provided that these schools do not participate in other Federal child nutrition programs.

All children, regardless of family income, attending a participating school or institution may receive milk under the SMP. Children from families whose income is at or below 130 percent of the Federal poverty guidelines may receive free milk, if the school chooses to offer it at no charge.

The special milk program is administered at the Federal level by the Food and Nutrition Service of the U.S. Department of Agriculture.

Funding

The SMP allows participating schools and institutions to offer partially or fully subsidized milk to children. Through the administering State agencies, the Federal Government reimburses schools for each half-pint of milk served at two legislatively set reimbursement rates: free milk served to qualifying low-income children is fully reimbursed and "paid" milk served to other children is partially reimbursed. Reimbursement rates are adjusted annually for inflation, each July 1. Unlike other institutionally-based child nutrition programs, schools are not required to serve free milk to low-income children, but have the option to do so. There are no State matching requirements for Federal funding of the special milk program.

Federal Funding Amounts (Program Level)[a]

FY 1981:	$118.8 million
FY 1984:	$ 11.9 million
FY 1988:	$ 22.1 million
FY 1989:	$ 20.7 million (est.)

[a] This is project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

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[27] Prepared by Ilene Shapiro, Education and Public Welfare Division.

Participation Data

FY 1984: 0.9 million
FY 1988: 1.0 million

Special milk participation is an estimate based on the average daily number of half-pints served.

SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN (WIC)[28]

Authorization

Child Nutrition Act of 1966; authorized through FY 1994.

Program Description

The special supplemental food program for women, infants, and children (WIC) provides nutritious supplemental foods to pregnant and postpartum women, infants, and children through age 4, who are determined to be at nutritional risk because of inadequate nutrition (as determined by a competent professional authority) and inadequate income. Beneficiaries receive supplemental food, as specified by the U.S. Department of Agriculture (USDA) regulations. This is provided either in the form of actual food items, or vouchers valid for purchases of specific food items in retail stores. Among the items that may be included in the WIC package are milk, cheese, eggs, infant formula, cereals, and fruit or vegetable juices. USDA regulations require tailored food packages that provide specified types and amounts of food appropriate for six categories of participants: (1) infants from birth through 3 months, (2) infants from 4-12 months, (3) women and children with special dietary needs, (4) children 1-4 years of age, (5) pregnant and nursing mothers, and (6) postpartum nonnursing mothers.

Income standards for participation are generally determined by State and local agencies; however, by law such standards may not exceed the income eligibility level set for reduced-price school lunches (i.e., 185 percent of the Federal poverty guidelines). USDA regulations further specify that agencies may not set income standards that are less than 100 percent of the Federal poverty guidelines.

WIC is administered at the Federal level by the Food and Nutrition Service of the USDA. All States participate in the program.

Funding

Federal funds for the operation of this program are provided in the form of grants-in-aid to State health or comparable agencies and/or Indian groups administering the program. Funds are distributed to participating local agencies and public and nonprofit entities by the administering State or Indian agency. Local agencies include county public health departments, community health agencies, municipal public health agencies, public or private nonprofit hospitals, community action agencies, and public welfare agencies. Local agencies must provide access to on-going health services. A national average per participant grant for WIC nutrition services and administration is applied to the number of participants expected to be served in a program year to determine the total Federal funding that may be spent for administrative costs. There are no State matching requirements for the WIC program.

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[28] Prepared by Ilene Shapiro, Education and Public Welfare Division.

Federal Funding Amounts (Program Level)[a]

FY 1981: $0.9 biliion
FY 1984: $1.4 billion
FY 1988: $1.8 billion
FY 1989: $1.9 billion (est.)

[a] This is total project funding based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984: 3.0 million
FY 1988: 3.6 million

Data represent the annual monthly average of women, infants, and children.

COMMODITY SUPPLEMENTAL FOOD PROGRAM[29]

Authorization

Agriculture and Consumer Protection Act of 1973; authorized through FY 1990.

Program Description

The commodity supplemental food program (CSFP) provides federally purchased commodities to States which in turn distribute these commodities to low-income pregnant, postpartum, and nursing mothers, and infants and children through age 5 who are vulnerable to malnutrition.[30] Foods provided under the program consist of an array of the U.S. Department of Agriculture (USDA) commodities which include surplus cheese, nonfat dry milk, canned fruits and vegetables and juices, canned beef, peanut butter, and cereal. CSFP commodities are distributed in the form of six food packages, the contents of which vary according to the nutritional needs of the participants. The program also receives "bonus" commodities, which are distributed in addition to the regularly authorized food package. To participate in the CSFP, participants must have incomes which would qualify them for other Federal, State, or local low-income programs. In addition, participants in some States must be determined to be at nutritional risk. No person may participate in both the CSFP and women, infants, and children (WIC) at the same time.

Administered by the Food and Nutrition Service (FNS) of the USDA, the program operates 39 projects in 18 States, the District of Columbia, and one Indian reservation.

Funding

Through local agencies, States distribute federally purchased commodities to CSFP participants. The amount and variety of commodities are determined by the U.S. Secretary of Agriculture. States receive Federal funding equal to 15 percent of the annual appropriation for the CSFP, plus 15 percent of the value of "bonus" commodities distributed, to administer the program. There are no State matching requirements for the CSFP.

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[29] Prepared by Ilene Shapiro, Education and Public Welfare Division.

[30] In FY 1982, the CSFP initiated three pilot projects serving the low-income elderly (aged 60 and older). Additional assistance to the elderly became available in 1985 when the FNS began approving State plan amendments to convert unused CSFP caseload slots to serve the elderly, as long as benefits to the higher priority categories of women, infants, and children were not interfered with or reduced.

Federal Funding Amounts[a]

FY 1981: $27.0 million
FY 1984: $40.2 million
FY 1988: $40.8 million
FY 1989: $60.3 million (est.)

[a] This is total project funding, including funding for elderly projects, based on available funds from appropriations and other sources. These include appropriations, funding carried over from the prior year, and the value of commodities donated to meet commodity entitlements.

Participation Data

FY 1984: 137 thousand
FY 1988: 131 thousand

Data represent participation of women, infants, and children only.

SOCIAL SERVICE PROGRAMS

SOCIAL SERVICES BLOCK GRANT[31]

Authorization

Title XX of the Social Security Act; permanently authorized.

Program Description

Social services block grants are provided to States for activities determined appropriate social services by the State. Typical activities include child day care, protective services for children and adults, and home care services for the elderly and handicapped. There are no Federal eligibility requirements for participants. This program is administered by the Office of Human Development Services in the U.S. Department of Health and Human Services.

Funding

Funds are allocated from the Federal Government to the States, according to their relative population size. No matching funds are required.

Federal Funding Amounts (Appropriations)

FY 1981:	$3.0 billion
FY 1984:	$2.7 billion
FY 1988:	$2.7 billion
FY 1989:	$2.7 billion

Spending is for social services, child day care, and training under title XX, before 1981 amendments consolidated activities into a block grant.

This is total program funding; percentage spent on children and youth is not available.

Participation Data

No participation data are available.

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[31] Prepared by Karen Spar, Education and Public Welfare Division.

CHILD AND DEPENDENT CARE TAX CREDIT[32]

Authorization

Section 21 of the Internal Revenue Code; permanently authorized.

Program Description

The child and dependent care tax credit is a limited credit against the costs of care for a qualifying individual. A qualifying individual is a person who is (1) under the age of 13 and for whom the taxpayer may claim a dependency exemption or (2) physically or mentally incapacitated dependent or spouse who is incapable of caring for himself or herself. The costs of care must be incurred to enable a taxpayer (or a taxpayer's spouse, if married) to work or look for work. Qualified expenses include the costs of household services. Payments for services outside the home qualify if they involve the care of a child under age 13 or a disabled spouse or dependent who regularly spends at least 8 hours a day in the taxpayer's home. Payments made to a relative also qualify, unless the payments are made to a relative that the taxpayer may claim as a dependent or to a taxpayer's child who is under age 19.

The dependent care tax credit is equal to a percentage of a taxpayer's qualified expenses. The amount of qualified expenses that can be taken into account in calculating the credit cannot exceed certain limits. The maximum amount of qualified expenses is limited to $2,400 for one qualifying individual and $4,800 for two or more qualifying individuals. In addition, the amount of qualified expenses cannot exceed the lesser of the earned income of the taxpayer or, if married, the taxpayer's spouse. A nonworking spouse who is a full-time student is assumed to have $200 of earned income per month (while a student) if there is one qualifying individual, and $400 per month if there are two or more qualifying individuals. The amount of work-related expenses that can be taken into account in calculating the credit is reduced by the amount of dependent care expenses excluded from a taxpayer's gross income under a qualified dependent care assistance program (section 129 of the tax code). A married couple must generally file a joint return in order to claim the credit.

The percentage used to calculate the credit depends on a taxpayer's adjusted gross income (AGI). A taxpayer whose AGI is $10,000 or less is allowed a credit equal to 30 percent of qualified work-related expenses. The credit percentage is reduced by 1 percentage point for each additional $2,000 in AGI above $10,000. For taxpayers whose AGI is greater than $28,000, the credit is equal to 20 percent of qualified expenses. The maximum amount of the credit is $720 for one qualifying individual and $1,440 for two or more qualifying individuals.

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[32] Prepared by Gerald Mayer, Economics Division.

The child and dependent care tax credit is administered by the Internal Revenue Service of the U.S. Department of the Treasury.

Funding

The child and dependent care credit is a tax expenditure. A taxpayer must first calculate his Federal income tax liability. This amount is then reduced by the amount of the child and dependent care credit. Because the credit is not refundable, it cannot exceed a taxpayer's tax liability.

Federal Funding Amounts (Revenue Loss Estimates for Tax Expenditures)

FY 1981: $0.94 billion
FY 1984: $1.88 billion
FY 1988: $3.39 billion
FY 1989: $3.50 billion

The portion of total tax expenditures for this tax credit that are for the care of children is not available.

Participation Data

In tax year 1984, out of a total of 99,438,708 returns, the child and dependent care credit was claimed on 7,545,568 returns. In tax year 1985, out of a total of 101,660,287 tax returns, the credit was claimed on 8,417,522 returns. Later data are not available.

DAY CARE PROGRAMS UNDER EMPLOYMENT PROGRAMS FOR AID TO FAMILIES WITH DEPENDENT CHILDREN RECIPIENTS[33]

Authorization

Regular day care program: Title IV of the Social Security Act; permanently authorized.

Transitional day care program: Title IV of the Social Security Act; authorized from April 1, 1990 through September 30, 1998.

Program Description

Title IV of the Social Security Act, pursuant to the Family Support Act of 1988, requires States, to the extent resources permit, to require participation in the State's education, training, and work program (called the job opportunities and basic skills (JOBS) training program) by all able-bodied aid to families with dependent children (AFDC) parents with no child under age 3 (on a part-time basis for those with children under age 6). (Previously, under the AFDC program, most able-bodied recipients and applicants with no child under age 6 were required to register for work and training through the work incentive (WIN) program. The WIN program is scheduled to end when the JOBS program begins operating in October 1990. However, States can switch from WIN to JOBS as early as July 1989.)

Federal law stipulates that schooling, work, or training cannot be required of mothers with children under age 6 unless day care is "guaranteed" (by direct provision, reimbursement, vouchers, etc.) and generally requires States to guarantee child care for parents who need it to work or who are in school or training. Moreover, the law requires States to continue day care benefits for at least 1 year to ex-welfare working families, but to charge an income-related fee. The day care transition benefit takes effect on April 1, 1990, and expires on September 30, 1998. The program is administered by the U.S. Department of Health and Human Services at the Federal level.

Funding

States are to be reimbursed by the Federal Government for child care costs under the program. Child care costs are funded at the same Federal matching rate as AFDC benefits (statutory minimum of 50 percent and maximum of 83 percent--the Federal matching rate is inversely related to State per capita income). The State must reimburse day care costs at a rate of at least $175 monthly per child ($200 if child is under age 2) unless the actual cost is lower, and may not receive Federal matching funds if it pays an amount above the local market rate.

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[33] Prepared by Carmen Solomon, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1989: $12 million

Day care is funded under the JOBS program. The program began in FY 1989.

Participation Data

No participation data are available.

HEAD START[34]

Authorization

Head Start Act of 1981; authorized through FY 1990.

Program Description

Head start provides a range of services--educational, social, health, and nutritional--to primarily low-income children before they enter school. The goal of head start is to bridge the gap in early childhood development that is thought to exist between economically disadvantaged children and their more advantaged peers, so that they can begin their formal education on a more equal basis.

To be eligible for head start, children must live in families with an income at or below the Federal poverty level, though head start programs can allow up to 10 percent of participating children to be from nonpoor families. The program is prohibited from charging fees to families, but those who wish to pay may do so. At least 10 percent of the head start enrollment opportunities in each State must be for handicapped children.

Most head start (about 80 percent) programs operate on a part-day basis. In the FY 1988 school year, there were 1,287 head start programs in the United States. At the Federal level, head start is administered by the U.S. Department of Health and Human Services (DHHS).

Funding

Appropriations for the head start program are allocated according to a formula specified in law, as follows: 13 percent of the appropriation is reserved for head start programs serving Indian and migrant children, head start programs in the territories, services for handicapped children, training and technical assistance, and discretionary payments made by the DHHS Secretary. The remaining 87 percent is distributed among the States, first, on the basis of the amount the State received in 1981, and then so that one-third is allocated based on the State's relative number of children aged 0-18 who are recipients of aid to families with dependent children (AFDC) compared to all States, and two-thirds are allocated based on the State's relative number of children aged 0-5, compared to all States. Funds are distributed by the Secretary of DHHS to eligible head start agencies within the State, and with certain exceptions, are limited to 80 percent of total program costs (i.e., there is a 20 percent nonfederal matching requirement).

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[34] Prepared by Anne Stewart, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $0.8 billion
FY 1984: $1.0 billion
FY 1988: $1.2 billion
FY 1989: $1.2 billion

Participation Data

FY 1984: 442,140
FY 1988: 448,464

(enrollment)

COMPREHENSIVE CHILD DEVELOPMENT CENTERS[35]

Authorization

The Comprehensive Child Development Centers Act of 1988: Subchapter E, Chapter 8, Subtitle A of Title VI, Omnibus Budget Reconciliation Act of 1981, as amended by Title III, Part E of the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

This program is administered by the Office of Human Development Services, the U.S. Department of Health and Human Services (DHHS). Model programs of comprehensive services to children from low income families, from birth to the age of compulsory school attendance (usually 6 years), are authorized. Grants may be used either for planning or implementing such programs. The services provided by these centers are to be intensive as well as comprehensive, to foster the "physical, social, emotional, and intellectual development" of the children served, and to support their parents. Services provided are to include health care, early childhood development, day care, nutritional services, parenting education, and referrals to other sources of social welfare assistance.

Agencies eligible to receive comprehensive child development center grants include head start agencies, community based organizations, institutions of higher education, community development corporations, or other public or private nonprofit agencies or organizations that specialize in delivering social services to infants or young children. Between 10 and 25 local agencies are to receive grants to operate comprehensive child development centers, while up to 30 local agencies may receive planning grants. Planning grants may be made only for 1 year, and may not exceed $35,000. The Federal share for each type of grant is 80 percent. The programs are to be continuously evaluated by the Secretary of DHHS, and the Secretary is to submit an evaluation report to the Congress by October 1, 1993.

To the extent that services provided under this program are similar to those of the head start program, the head start program regulations are to apply to the comprehensive child development program. Also, funds may not be appropriated for FY 1989 or FY 1990 for the comprehensive child development center program unless appropriations for the head start program equal or exceed 104 percent of the previous year's appropriation.

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[35] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

Funding

Grantees are selected, on a discretionary basis, by the Secretary of DHHS.

Federal Funding Amounts (Appropriation)

FY 1989 (initial appropriation): $19.8 million

Participation Data

No participation data are yet available.

DEPENDENT CARE STATE GRANTS[36]

Authorization

Omnibus Budget Reconciliation Act of 1981; authorized through FY 1990.

Program Description

The dependent care State grant program provides Federal matching funds to States to plan, develop, establish, expand, or improve school-age child care before and after school in public or private school facilities or in community centers; and to establish or expand local resource and referral systems providing information on dependent care services. These programs are administered at the Federal level by the U.S. Department of Health and Human Services. To be eligible for funding for the child care services before and after school, States must provide certain assurances, including assurances that parents of children will be involved in the programs; that applicants are able and willing to seek enrollment from racially, ethnically, and economically diverse populations as well as handicapped school-age children; and that programs are complying with State and local child care licensing laws. Funds may not be used to pay for, among other things, cash payments to intended recipients of child care services, subsidies for the direct provision of child care services, or construction or renovation. School-age child care is to be provided for those from age 5 (or younger, if free public education is provided at an earlier age in a State) through age 13.

The resource and referral systems on dependent care services must include information on the availability, types, costs, and locations of dependent care services. For the referral system, dependent care refers to care for those less than 17 years old; those aged 55 or over; and those with a developmental disability.

Funding

The dependent care State grant program is a 75 percent Federal matching program. Forty percent of funds appropriated is to be for the information and referral services for dependent care; and 60 percent is to be for the school- age child care services. Up to 10 percent of funds allotted to each State may be used for administration. Funds are to be allotted to States on the basis of their population compared to the population in all States, except that no State is to receive less than $50,000 annually.

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[36] Prepared by Sharon Stephan, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1988: $ 8.4 million
FY 1989: $11.9 million

The program began in FY 1986.

Participation Data

Not available; States are not required to report on the number of participating children.

INCOME TAX EXCLUSION FOR DEPENDENT CARE ASSISTANCE PROGRAM[37]

Authorization

Section 129 of the Internal Revenue Code; permanently authorized.

Program Description

The dependent care assistance program allows an employee (including a self-employed individual) to exclude from his gross income for tax purposes a limited amount of dependent care assistance paid for or provided by an employer. The exclusion is limited to the lesser of (a) $5,000 a year ($2,500 if married and filing separately), or (b) the earned income of the taxpayer or, if lower, the taxpayer's spouse. Dependent care assistance qualifies for the exclusion if the assistance is for the care of a qualifying individual. Qualifying individuals are dependents under the age of 13 or physically or mentally incapacitated dependents or spouses. The assistance must be provided to enable a taxpayer (or taxpayer's spouse, if married) to work. Benefits received under a dependent care assistance program will reduce the amount of qualified work-related expenses that can be taken into account in calculating the child and dependent care tax credit (section 21 of the tax code). A married couple must generally file a joint return in order to claim the exclusion.

A qualified dependent care assistance program cannot discriminate in favor of highly compensated employees. No more than 25 percent of the benefits paid by an employer may be provided to principal shareholders or owners.

The dependent care assistance program is administered by the Internal Revenue Service of the U.S. Department of the Treasury.

Funding

The dependent care assistance program is a tax expenditure. No direct funding is provided.

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[37] Prepared by Gerald Mayer, Economics Division.

Federal Funding Amounts (Revenue Loss Estimates for Tax Expenditures)

FY 1984: $ 5 million
FY 1988: $105 million
FY 1989: $120 million

The program began in 1982. The portion of total tax expenditures for this exclusion for the care of children is not available.

Participation Data

No participation data are available.

TEMPORARY CHILD CARE FOR CHILDREN WITH DISABILITIES AND CRISIS NURSERIES GRANTS[38]

Authorization

Children's Justice and Assistance Act of 1986 (title II); authorized through FY 1991.

Program Description

This Act authorizes State demonstration grants which are intended to assist public and private nonprofit agencies provide: (1) temporary nonmedical child care for children with special needs to alleviate social, emotional, and financial stress among children and families with such children; and (2) crisis nurseries for abused and neglected children, children at risk of abuse or neglect, or children in families receiving protected services. Temporary nonmedical child care can be in the form of in-home or out-of-home care, and includes care for children with chronic or terminal illnesses. Such care is provided on a sliding fee scale with hourly and daily rates. The crisis nurseries provide temporary emergency services and care for children, and referral to support services. An individual may be provided services under this program without fee for a maximum of 30 days in any 1 year. These programs are administered by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services.

Funding

Appropriations for this Act are divided equally between the two programs, with consideration given to equitable geographic distribution. In awarding grants, preference is given to States in which such care is unavailable. In addition, State grantees must provide 25 percent of the total project cost, and not more than 5 percent of funds made available for each grant may be used for State administrative costs. In FY 1988, 16 grants were awarded for each of the temporary child care and crisis nursery programs for a total of 32 grants awarded under the Act that year.

Federal Funding Amounts (Appropriations)

FY 1988: $4.8 million
FY 1989: $4.9 million

The program was first funded in FY 1988.

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[38] Prepared by Dale Robinson, Education and Public Welfare Division.

Participation Data

Funds under this Act were first distributed in FY 1988. No data are yet available on program participants.

MILITARY CHILD CARE[39]

Authorization

No explicit authorizing legislation.

Program Description

Prior to 1978, child care on military installations was handled informally (primarily by military spouses and base-oriented support groups). In 1978, the U.S. Department of Defense (DOD) issued directives formally recognizing child care as part of the overall DOD morale, welfare and recreation (MWR) program. These directives authorize child care facilities to receive appropriated (MWR) and nonappropriated funds.

Child care is not considered by DOD to be an entitlement or a social welfare program. Instead, child care is provided in order to maintain the readiness of the force and to recruit, retain, and motivate the highest quality of personnel, both civilian and military, for the defense of the nation. To this end, child care is provided in day care facilities on DOD installations as well as by DOD-certified family day care providers in DOD housing. DOD facilities require that the child be at least 6 weeks of age and no more than 12 years old.

Child care is administered by the DOD (Assistant Secretary of Defense, Force Management and Personnel) morale, welfare and recreation program and the individual military services (Army, Navy, Marine Corps, and Air Force).

Funding

Funding for child care at DOD installations is provided by appropriated funds (MWR) and nonappropriated funds (including fees charged to parents as well as funds generated from other on-base activities). Approximately 30 percent of the funding was provided from appropriated funds (with approximately 70 percent being received from nonappropriated sources).

Federal Funding Amounts (Outlays)

FY 1988:	$53.3 million
FY 1989:	$65.9 million (est.)

These amounts are outlays from appropriated funds only. They exclude day care provided in DOD-certified family day care homes, military construction costs, and contributions from nonappropriated sources.

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[39] Prepared by David F. Burrelli, Foreign Affairs and National Defense Division.

Participation Data

In FY 1988, DOD operated 639 child care centers on 408 military installations worldwide with an average daily attendance exceeding 95,000. In addition, the services had certified nearly 12,000 on-base family day care homes on 223 installations. DOD estimates a need for 81,000 additional spaces to accommodate the children of military personnel.

CHILD WELFARE SERVICES[40]

Authorization

Title IV-B of the Social Security Act; permanently authorized.

Program Descriptions

Title IV-B of the Social Security Act authorizes three activities relating to child welfare: child welfare services; child welfare research and demonstration projects; and child welfare training. All are administered by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services (DHHS).

Child welfare services: The child welfare services program authorizes Federal matching funds for the provision of child welfare services to children and their families, without Federal income eligibility requirements. Services can include those intended to protect the welfare of children; help prevent or solve problems that may result in the neglect, abuse, exploitation or delinquency of children; help prevent the separation of children from their families and help return children who have been removed to their families; and provide for the care of children who cannot be returned home. Because of minimal reporting requirements, there are not comprehensive data on the specific services provided by States under the child welfare services program. According to DHHS estimates, the majority of child welfare services funds (Federal and State combined) is spent on foster care services. Other services provided include counseling and rehabilitation; adoption subsidies and services; and child protection services.

Child welfare research and demonstration: The child welfare research and demonstration program awards grants to universities, public agencies, and private nonprofit organizations for projects in the child welfare area. Program priorities include broad areas such as helping to improve agency efficiency and program evaluation, and specific projects to help particular groups, such as abused children, disadvantaged unemployed youth, and children and youth in foster care. This program also funds resource centers that provide assistance to States and organizations in the area of child welfare.

Funding

Under law, the child welfare services program is a 75 percent Federal matching program for the costs incurred by State, district, county, or other local child welfare services, including the costs of administering the child welfare services plan. In practice, however, States spend considerably more than the required 25 percent match for child welfare services. The funds are allocated to State public welfare agencies on the basis of the State's population under age 21 and per capita income.

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[40] Prepared by Sharon Stephan, Education and Public Welfare Division.

There are no Federal requirements regarding distribution of the funds within the State.

Both the child welfare training and the child welfare research and demonstration programs are 100 percent federally funded. Funding may be made in the form of grants, contracts, or cooperative arrangements; and may be made in advance or as reimbursement.

Federal Funding Amounts (Appropriations)

	Child welfare services	Child welfare research and development
FY 1981:	$163.5 million	$11.2 million
FY 1984:	165.0 million	10.0 million
FY 1988:	239.4 million	10.9 million
FY 1989:	246.7 million	11.0 million

Participation Data

Because of minimal reporting requirements for the child welfare services program, there are no reliable data on the number of children served.

FOSTER CARE AND INDEPENDENT LIVING[41]

Authorization

Title IV-E of the Social Security Act. The foster care program is permanently authorized; the independent living program is authorized through FY 1992.[42]

Program Descriptions

Foster care: The foster care program is an "entitlement" program that provides Federal matching funds to States for maintenance payments made for AFDC-eligible children in foster care. The program is required of States participating in the AFDC program (all States do). The maintenance payments are to be used for the cost of (and the cost of providing) food, shelter, clothing, daily supervision, school supplies, personal incidentals, liability insurance for the child, and reasonable travel to the child's home for visits. Children receiving IV-E foster care payments are deemed eligible for medicaid and the State where the child resides is responsible for providing the medicaid coverage. The foster care program is structured to provide incentives to States to implement programs and procedures to help families remain intact and limit the need for foster care, including linkages with the child welfare services program under title IV-B. The foster care program is administered by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services (DHHS).

Independent living: Under the foster care program, payments generally end when the child reaches age 18, although some States continue aid to high school students under age 19. In 1986, a new State entitlement program was established to help States provide services to facilitate the transition of children aged 16 and over from AFDC foster care to independent living. In 1988, the program was expanded to apply, at State option, to *all* children aged 16 and over in foster care (whether or not they are AFDC-eligible). Services that States may provide include those that would enable participants to seek a high school diploma or equivalent or to take vocational training; provide training in daily living skills; provide for counseling; coordinate otherwise available services; provide for the establishment of outreach programs; and/or provide each participant with a written plan for transitional independent living to be incorporated into the participant's case plan. The independent living program is administered by the Administration for Children, Youth, and Families, DHHS.

Funding

Foster care: The Federal matching for a given State's foster care expenditures is based on the State's medicaid matching rate, which averages about 53 percent nationally. States have up to 2 years to claim expenditures made for foster care maintenance payments. Foster care funding is linked to funding for the child welfare services program under title IV-B. If the appropriations for the child welfare services program reach specified levels, each State's expenditures for foster care maintenance are limited to a ceiling amount calculated based on adjusted foster care funding in prior years or the State's under age 18 population. Within this ceiling amount, States may transfer unused foster care funds to child welfare services, with certain limitations. If the mandatory ceiling is not in effect (it has been in effect only 1 year), States are allowed to transfer certain foster care funds within the ceiling amount for use for child welfare services if they implement certain services and procedures intended to protect children in foster care.

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[41] Prepared by Sharon Stephan, Education and Public Welfare Division.

[42] Funds have been appropriated for this program for FY 1990.

Independent living: Under the independent living program, each State receives a share of $45 million annually, based on its FY 1984 AFDC foster care caseload. Unused funds are to be allocated to one or more States on the basis of relative need. No State matching is required.

Federal Funding Amounts

Foster care (Expenditures)

FY 1981: $ 304 million
FY 1984: $ 442 million
FY 1988: $ 891 million (est.)
FY 1989: $1,023 million (est.)

States have up to 2 years to submit claims for foster care expenditures; thus, expenditure figures are subject to change.

Independent living (Appropriations)

FY 1988: $45.0 million
FY 1989: $45.0 million

States did not receive funds until July 1987.

Program Participation

Foster care:

FY 1984: 102,000 average monthly
FY 1988: 123,000 average monthly (est.)

States have up to 2 years to submit claims for foster care expenditures; thus, participation data are subject to change.

Independent living:

FY 1984: Not applicable
FY 1988: 19,000 (at some time during the fiscal year)

ABANDONED INFANTS ASSISTANCE[43]

Authorization

The Abandoned Infants Assistance Act of 1988 (title I); through FY 1991.

Program Description

This Act authorizes the Secretary of the U.S. Department of Health and Human Services (DHHS) to make demonstration grants to public and nonprofit private organizations to develop, implement and operate a variety of programs relating to the foster care and residential care of infants and young children who are medically cleared for discharge from acute hospital setting, but who remain hospitalized because of a lack of appropriate out-of-home placement alternatives, particularly those with AIDS. These projects include: preventing the abandonment of these children; identifying and addressing the needs of these children; assisting these children to reside with their natural families or foster families; recruiting and training foster families; carrying out residential care programs; implementing respite care programs; and recruiting and training health and social service personnel to work with these children, their families, and foster care families. The program is administered by the Administration for Children, Youth, and Families within the Office of Development and Human Services (OHDS) in DHHS. The Secretary may provide training and technical assistance to organizations in applying for grants and/or developing projects once approved for a grant.

Funding

Grants are to be given to public and nonprofit private organizations, who have agreed that a case plan (as defined for children under the title IV-E foster care program) will be drawn up for each child placed in foster homes or other types of nonmedical residential care away from their parents. No nonfederal match is required.

Federal Funding Amounts (Appropriations)

The program was first funded in FY 1990 at $10 million which is reduced as a result of sequestration under the Balanced Budget and Emergency Deficit Control Reaffirmation Act.

Participation Data

No participation data are available.

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[43] Prepared by Dale Robinson, Education and Public Welfare Division.

ADOPTION ASSISTANCE[44]

Authorization

Title IV-E of the Social Security Act; permanently authorized.

Program Description

The adoption assistance program is an "entitlement" program required of States participating in aid to families with dependent children (AFDC) (all States do). Under this program, States are required to develop adoption assistance agreements with parents who adopt supplemental security income (SSI)- or AFDC-eligible children with "special needs." States may claim Federal matching funds for adoption payments made under these agreements. Since 1986, Federal matching funds up to a specified amount may also be claimed for the one-time expenses of parents who adopt a child with special needs who is covered by an adoption assistance agreement, whether or not the child is AFDC- or SSI-eligible. AFDC- or SSI-eligible children are deemed eligible for medicaid in the State where they reside if an adoption assistance agreement is in effect, whether or not adoption assistance payments are being made. A child with special needs is defined as one with a specific condition or situation, such as ethnic background, age, membership in a sibling group, or mental or physical handicap, which prevents placement without assistance payments. Before designating a child as having special needs, the State must determine that he cannot or should not be returned to his family and that reasonable efforts have been made to place the child without providing assistance. The adoption assistance program is administered by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services.

Funding

States are entitled to claim Federal matching funds for adoption assistance payments made, based on the State's medicaid matching rate (which averages about 53 percent nationally). Adoption assistance payments are made to the parents in accordance with an adoption assistance agreement developed between the parents and the State agency. The agreement stipulates the amount of the payments to be made and additional services or assistance to be provided. The payment amounts are determined on the basis of the adoptive parents' circumstances and the needs of the child, but cannot exceed the amount the child would receive for maintenance in a foster family home under the title IV-E foster care program. The payment amounts may be adjusted based on changed circumstances. The payments may continue until the child is 18; if the child is mentally or physically handicapped, payments may continue until age 21, at State option.

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[44] Prepared by Sharon Stephan, Education and Public Welfare Division.

Federal Funding Amounts (Expenditures)

FY 1981: $ 0.5 million
FY 1984: $ 26.7 million
FY 1988: $ 94.7 million (est.)
FY 1989: $111.7 million (est.)

In 1981, six States participated. States have up to 2 years to claim reimbursement for adoption assistance expenditures; thus, expenditure data are subject to change.

Participation Data

FY 1984: 11,000 average monthly
FY 1988: 33,000 average monthly (est.)

States have up to 2 years to claim reimbursement for adoption assistance expenditures; thus, participation data are subject to change.

ADOPTION OPPORTUNITIES[45]

Authorization

Title II of Child Abuse Prevention and Treatment and Adoption Reform Act of 1978; authorized through FY 1991.

Program Description

The adoption opportunities program sponsors various projects to facilitate and encourage the adoption of children with special needs; that is, children who are considered hard to place for adoption due to race, age, handicap, or membership in a sibling group. Projects supported by this program include a national adoption information exchange to link prospective adoptive parents with children who are free for adoption; technical assistance to States and many local and private agencies in improving adoption practices; and information to groups and individuals who are interested in adopting special needs children. The program is administered by the U.S. Department of Health and Human Services.

Funding

One hundred percent Federal funding is provided for demonstration projects to State and local government agencies or public and private nonprofit agencies.

Federal Funding Amounts (Appropriations)

FY 1981: $5.0 million
FY 1984: $1.9 million
FY 1988: $4.8 million
FY 1989: $6.0 million

Participation Data

No participation data are available.

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[45] Prepared by Susan Schillmoeller, Education and Public Welfare Division

CHILD ABUSE GRANTS[46]

Authorization

Child Abuse Prevention and Treatment Act; authorized through FY 1991.

Program Description

The Child Abuse Prevention and Treatment Act, as amended, authorizes three State grant programs, a discretionary grant program, and training and technical assistance grants relating to the prevention and treatment of child abuse and neglect. In addition, the Act authorizes a National Center on Child Abuse and Neglect which, among other things, administers these programs and collects and disseminates information on child abuse and neglect. Grants to address family violence are also authorized under the Child Abuse Act and are discussed in another section of this report. The child abuse programs under this Act are administered by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services.

One child abuse State grant program authorizes funds for activities to prevent or treat child abuse. To be eligible for these funds, States must meet certain criteria, including establishing provisions for reporting and investigating known and suspected instances of child abuse and neglect and protecting the welfare of involved children. Funds are typically used as seed money for innovative projects.

A second State grant program provides funds to States to develop and operate programs for responding to reports of medical neglect of disabled infants with life-threatening conditions. Referred to as the compliance and education grants, the implementation of such programs is required for receipt of funds under the other two State grant programs.

A third State grant program, established in 1986, is to assist States develop, establish, and operate programs to improve the handling, investigation, and prosecution of child abuse cases, especially those involving child sexual abuse cases. In 1988, a provision was added to this program that earmarks appropriated funds to assist Native American Indian tribes develop such programs. To be eligible for this program, which is administered in cooperation with the U.S. Attorney General, States must meet specified eligibility criteria; and they must establish and act upon the recommendations of a task force on children's justice regarding changes to be made in the handling of child abuse cases in specified categories.

The child abuse discretionary grants program provides Federal funding for research and demonstration projects aimed at preventing, detecting, and treating child abuse and at service improvement projects. This program must include the funding of resource centers staffed by trained personnel who provide service to the community on child abuse and neglect issues.

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[46] Prepared by Dale Robinson, Education and Public Welfare Division.

Training and technical assistance grants are also authorized under the Child Abuse Act. These grants are to help States develop, implement, or operate programs relating to the reporting of medical neglect of children, including disabled infants with life-threatening conditions; and to establish and operate information clearinghouses on medical treatment procedures and community service and treatment resources for disabled infants with life-threatening conditions.

Funding

There are no Federal matching requirements for the child abuse and neglect grants authorized under the Child Abuse Act. The funding amounts for the first two State grant programs are based on each State's under-18 population. At least $8 million of the funds appropriated for the Child Abuse Act annually is to be made available for this State grant program (with a maximum of $5 million authorized annually for the education and compliance grants to help States develop and operate programs for responding to reports of medical neglect). Up to $10 million annually is to be made available from funds collected under the Victims of Crime Act (the crime victims fund) for the State grants for improving the handling of child abuse cases (15 percent of this amount must be for Native American Indian tribes to develop such programs). At least $11 million annually of funds appropriated for the Child Abuse Act is to be used for research and demonstration projects (with a maximum of $5 million to be used for research and demonstration projects relating to the identification, treatment and prevention of child sexual abuse). No more than $1 million of appropriated funds may be used for training and technical assistance grants.

Federal Funding Amounts (Appropriations)

FY 1981: $22.9 million
FY 1984: $16.2 million
FY 1988: $24.8 million
FY 1989: $25.3 million

Includes funds for State grants for prevention and treatment, medical neglect grants (which did not begin until FY 1985), and discretionary grants. These figures do not include funds for the State grant for improved procedures for handling child abuse cases, which began in FY 1986; this program was allocated $2.8 million from funds deposited in the crime victims fund in FY 1986 funds, and $3.5 million from FY 1987 funds. These funds were transferred from the Victims of Crime Act crime victims fund and awarded in FY 1988.

Participation Data

There are no data on participants in these programs.

CHILD ABUSE CHALLENGE GRANT PROGRAM[47]

Authorization

Child Abuse Prevention and Treatment Act title II; authorized through FY 1991.

Program Description

The child abuse challenge grant program is intended to encourage States to establish and maintain trust funds or other funding mechanisms to support child abuse and neglect activities. Activities to be supported by the States include providing statewide educational and informational seminars to enhance public awareness of the problems of child abuse and neglect; encouraging professionals to recognize and deal with problems of child abuse and neglect; making information available to the public and organizations that deal with child abuse and neglect; and encouraging the development of community prevention programs. The Challenge Grants Reauthorization Act of 1989 requires the National Center on Child Abuse and Neglect through its information clearinghouse to directly or through contract identify successful programs carried out by the States and provide technical assistance to States in the implementation of such programs. The program is administered at the Federal level by the Administration for Children, Youth, and Families, the U.S. Department of Health and Human Services; at the State level, the program is administered by the State's trust fund advisory board or, if none, the State liaison agency to the Center on Child Abuse and Neglect.

Funding

States are eligible to receive funds if they have established or maintained in the previous year a trust fund or other funding mechanism for child abuse and neglect prevention activities. In FY 1988, 42 States participated in the program. Each eligible State's annual grant amount is to be based on the lesser of 25 percent of the amount made available by the State for child abuse activities the previous year or on the number of children residing in the State multiplied by fifty cents.

Federal Funding Amounts (Appropriations)

FY 1988: $4.8 million
FY 1989: $4.8 million

The program began in FY 1985.

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[47] Prepared by Dale Robinson, Education and Public Welfare Division.

Participation Data

Data are not available on the number of children served under this program.

FAMILY VIOLENCE PROGRAMS[48]

Authorization

Child Abuse Prevention and Treatment Act; authorized through FY 1991.

Program Descriptions

Title III of the Child Abuse Act, as amended, authorizes four programs relating to family violence. The Act authorizes a program of demonstration grants for States and Indian tribes for activities relating to the prevention and treatment of family violence; mandates the establishment of a national clearinghouse on family violence prevention; and authorizes funds for law enforcement training and technical assistance grants, and information and training grants. These family violence programs are administered by the Office of Human Development Services, the U.S. Department of Health and Human Services, except the law enforcement training and technical assistance grants, which are administered by the Office of Justice Programs, the U.S. Department of Justice.

The family violence demonstration grant program authorizes grants for States and Indian tribes for activities intended to prevent family violence and to provide immediate shelter and related assistance to victims and their dependents.

The National Clearinghouse on Family Violence Prevention is mandated to collect, prepare, analyze and disseminate information, statistics, and analyses on the incidence, prevention and assistance to victims of family violence. The law enforcement training and technical assistance grants are for regionally based training and technical assistance for personnel of local and State law enforcement agencies with means to respond to incidents of family violence. Information and training grants are for law enforcement agencies who act in cooperation with domestic violence shelters, social service agencies, and hospitals.

Funding

Under the family violence demonstration grant programs, each State is allotted an amount based on its population compared to the population in all States. However, each State is to receive at least the greater of one-half of 1 percent of the amount available or $50,000. Local grantees (those funded by the States) and Indian tribes are required to provide a 35 percent match the first year, 55 percent the second year, and 65 percent the third year. Funding to local grantees is limited to $50,000 per year for up to 3 years. No less than 85 percent of the amount appropriated is to be used for the family violence demonstration grant program.

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[48] Prepared by Dale Robinson, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1988: $8.1 million
FY 1989: $8.2 million

The program began in FY 1985.

Appropriations are for all family violence activities under the Child Abuse Act. Four hundred thousand dollars allocated for the law enforcement training and technical assistance program in FY 1989.

Participation Data

There are no data available on participants in these family violence programs.

VICTIMS OF CRIME ACT[49]

Authorization

The Victims of Crime Act; authorized through FY 1994.

Program Description

The Victims of Crime Act, as amended, authorizes a crime victims fund to consist of fines collected from persons convicted of certain Federal offenses. Up to $125 million collected annually in this fund through FY 1991 ($150 million through FY 1994) is to be used for awards to: (1) crime victim compensation programs; (2) crime victim assistance programs; and (3) States for improving the handling of child abuse cases (described in another section of this report). No deposits shall be made to the fund after September 30, 1994. The family violence programs under the Victims of Crime Act are administered by the Office of Justice Programs, the U.S. Department of Justice.

Grants under the crime victims compensation program are awarded to States that operate programs to compensate victims of crime or their survivors for medical expenses, wage loss, and funeral expenses attributable to a crime and to provide certain other services. Crime victim assistance grants are given to programs to provide services for victims of crime, including crisis intervention services; temporary shelter; support services; court-related services; and payment for forensic medical exams. Priority for awards is to be given to programs that provide assistance to victims of sexual assault, spouse assault, or child abuse. State grants are awarded to develop, establish, and operate programs to improve the handling, investigation, and prosecution of child abuse cases, especially those involving child sexual abuse.

Funding

Under the crime victims compensation program, State compensation programs are to be annually awarded an amount equal to 35 percent of the amount paid by the program from State funds the previous fiscal year for compensation for victims of crime. (If States don't use their own funds for such a program, they cannot receive funds under this program.) If there are not sufficient funds to award States this amount, the percentage is to be reduced. Forty-nine and one-half percent of up to the first $100 million in the crime victims fund is to be made available annually for these grants.

Forty-five percent of the first $100 million deposited in the crime victims fund is to be made available annually for crime victim assistance programs. In addition, anything in excess of $105.5 million (up to $110 million) in the fund is to be used for crime victim assistance program grants. Under the crime victims assistance programs, each State is to receive $150,000 annually through FY 1991 ($200,000 through FY 1994), plus a proportion of any remaining available money in the crime victims fund based on the State's proportion of the U.S. population.

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[49] Prepared by Dale Robinson, Education and Public Welfare Division.

Ten million dollars deposited in the fund is available for the State grants to improve the handling of child abuse cases. Of this amount, 15 percent must be for Native American Indian tribes to establish such programs. In addition, funds earmarked but not used for crime victim compensation grants or grants under the Child Abuse Act for programs to improve the handling of child abuse cases are to be used for the crime victim assistance grants.

Federal Funding Amounts (Amounts Deposited in Crime Victims Fund)

FY 1988: $ 93.5 million
FY 1989: $117.8 million (est.)

The program began in FY 1985.

Out of money deposited in the fund in FY 1986, $2.8 million was transferred to the U.S. Department of Health and Human Services (DHHS) for the State grants for improving the handling of child abuse cases. Out of money deposited in FY 1987, $3.5 million was transferred to DHHS for this purpose. These monies were not awarded until September 1988. Not all funds deposited in the crime victims fund go to the above programs.

Participation Data

Data on children served by the programs under the Victims of Crime Act are not available.

DEPARTMENT OF DEFENSE FAMILY ADVOCACY PROGRAM[50]

Authorization

Legislative authority for the U.S. Department of Defense (DOD) family advocacy program derives from language included in legislation appropriating funds for DOD.

Program Description

In 1981, a DOD directive established "a coordinated Department of Defense-wide family advocacy program (FAP) for the prevention, identification, evaluation, treatment, follow-up, and reporting" of cases of child abuse and neglect and spouse abuse involving military personnel and their families.

The FAP is administered by each of the military services (Army, Navy, Marine Corps, Air Force, and Coast Guard). The Office of the Assistant Secretary of Defense for Force Management and Personnel has overall responsibility for the program. The Office of Family Policy and Support provides policy, program guidance, and oversight of the DOD FAP.[51]

In 1986, the DOD directive was reissued to update DOD policy regarding child and spouse abuse. The Directive provides policy guidance that reflects a number of changes in program organization at DOD. It also reflects changes that have come about as a result of service program development since the original directive. The directive:

1. defines the program as a rehabilitative, not a punitive program;

2. urges the services to cooperate with appropriate State authorities in reporting cases of child and spouse abuse;

3. requires the military services to develop a standardized system for gathering and reporting cases of child and spouse abuse;

4. establishes the Military Family Resource Center (MFRC) as a field agency of the U.S. Department of Defense; and

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[50] Prepared by Robert L. Goldich, Foreign Affairs and National Defense Division.

[51] The Coast Guard also participates in the FAP by agreement between the U.S. Secretary of Defense and the U.S. Secretary of Transportation. Within the Coast Guard, the program is administered by both the Office of Personnel and the Office of Health Affairs. All references to "military services" in this description include the Coast Guard.

5. establishes a Family Advocacy Committee to identify joint-service issues and assist the MFRC Director in coordination of special projects.

Funding

Congress appropriates funds specifically for the FAP. The funds are suballocated to the military services. Strict accounting of funds is maintained in five categories: prevention, administration, direct services, education, and training.

Federal Funding Amounts (Appropriations)

FY 1981:	Program not in existence
FY 1984:	$ 7.5 million
FY 1988:	$14.8 million
FY 1989:	$15.7 million

Funds are for both children and adults.

Participation Data

The FAP covers all dependent children and spouses of active duty military personnel--in FY 1984 approximately 1.6 million and 1.2 million respectively. In FY 1984, there were 7,219 substantiated cases of child abuse.

In FY 1988, 1.1 million children and 1.6 spouses were eligible for FAP services. In that year there were 9,378 substantiated cases of child abuse, and 13,705 substantiated cases of spouse abuse involving military personnel and their families reported to Service Central Registries.

RUNAWAY AND HOMELESS YOUTH PROGRAM[52]

Authorization

Runaway and Homeless Youth Act; authorized through FY 1992.

Program Description

The runaway and homeless youth program funds local facilities providing temporary residential care and counseling, a national toll-free hotline for runaway and homeless youth and their families and transitional living projects. The program is designed to meet the needs of these youth outside the law enforcement structure and the juvenile justice system. The law does not specify age or other eligibility criteria for the program; the regulations define "youth" as a person under the age of 18. The runaway and homeless youth program is administered by the U.S. Department of Health and Human Services.

Funding

Grants are made directly to the recipient shelter, but funds are allocated by State according to each State's under-18 population. The Federal share is 90 percent.

Federal Funding Amounts (Appropriations)

FY 1981: $11.0 million
FY 1984: $23.3 million
FY 1988: $26.1 million
FY 1989: $26.9 million

Participation Data

	Youth served by centers	Youth served by hotline
FY 1984:	Not available	Not available
FY 1988:	64,000 (est.)	55,000 (est.)

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[52] Prepared by Ruth Ellen Wasem, Education and Public Welfare Division.

DRUG ABUSE PREVENTION FOR RUNAWAY AND HOMELESS YOUTH[53]

Authorization

Sections 3511-3515 of the Anti-Drug Abuse Act of 1988; authorized through FY 1991.

Program Description

The program for runaway and homeless youth authorizes grants to carry out research, demonstration, and services projects to provide counseling to runaway youth, and in some cases their families, and to homeless youth to prevent or reduce the illicit use of drugs by such youth; to support peer counseling, community education, outreach, training, research, and services coordination related to illicit drug use by runaway and homeless youth; and to provide runaway and homeless youth in rural areas assistance related to the illicit use of drugs.

The program is administered by the Administration for Children, Youth, and Families, Office of Human Development Services, U.S. Department of Health and Human Services.

Funding

Public and private nonprofit agencies, organizations, and institutions are eligible to apply for grants. Priority in awarding grants will be given to agencies and organizations that have experience in providing services to runaway and homeless youth. Grants may be made for a 3-year period. Nonfederal matching funds are not required.

Federal Funding Amounts (Appropriations)

FY 1989: $15 million

The program began in FY 1989.

Participation Data

No participation data are available.

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[53] Prepared by Ed Klebe, Education and Public Welfare Division.

JUVENILE JUSTICE PROGRAMS[54]

Authorization

Juvenile Justice and Delinquency Prevention Act of 1974, as amended; authorized through FY 1992 (includes the Missing Children's Assistance Act and the Prevention and Treatment Programs relating to Juvenile Gangs and Drug Abuse and Drug Trafficking).

Program Descriptions

The Juvenile Justice and Delinquency Prevention Act represents an attempt by the Federal Government to assist the States, local governments, and private not-for-profit agencies to develop programs aimed at the prevention and treatment of delinquency among juveniles. The Act is administered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the U.S. Department of Justice. Three programs are authorized by the Act: juvenile justice and delinquency prevention, missing childrens' assistance, and prevention and treatment programs relating to juvenile gangs and drug abuse and drug trafficking. In addition, the National Institute for Juvenile Justice and Delinquency Prevention conducts research.

Juvenile justice and delinquency prevention is a program of State formula grants and special emphasis programs for a number of activities. These include: community-based alternatives to incarceration, restitution sentences, programs to strengthen the family, diversion, and programs concerned with the special education needs of delinquent children.

The Missing Children's Assistance Act allows missing children's names to be entered in the National Criminal Information Center's computerized system. A National Resource Center on Missing Children within OJJDP provides such services as a toll free hotline to report sightings of missing children.

The Anti-Drug Abuse Act of 1988 amended the Act by authorizing the Administrator of OJJDP to make grants and enter into contracts to reduce the participation of juveniles in drug-related crimes; to reduce juvenile participation in gang-related activities; and to provide treatment to those who are members of such gangs.

Matching funds are not required for any of these programs.

Funding

Juvenile justice and delinquency prevention: Grants are awarded to States and local governments to assist in planning, establishing, operating, coordinating, and evaluating projects directly or through grants and contracts with public and private agencies. Funds are allocated annually among the States on the basis of relative population under age 18, with no State receiving less than $325,000.

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[54] Prepared by Suzanne Cavanagh, Government Division.

Missing children's assistance act: Grants are awarded to public agencies or nonprofit private organizations to educate parents, children, and community agencies in ways to prevent the abduction and sexual exploitation of children; to provide information to assist in locating and returning missing children; and to aid in the collection of appropriate statistics.

Prevention and treatment programs relating to juvenile gangs and drug abuse and drug trafficking: Grants and contracts are awarded to public and private nonprofit agencies, organizations, and individuals to carry out activities designed to reduce the participation of juveniles in drug-related crime, particularly in elementary and secondary schools and to develop within the juvenile adjudicatory and correctional systems new and innovative means to address the problems of juveniles convicted of serious drug-related and gang-related activities.

Federal Funding Amounts (Appropriations)

Office of juvenile justice and delinquency prevention:

FY 1981: $109.2 million
FY 1984: $ 70.2 million
FY 1988: $ 66.7 million
FY 1989: $ 66.7 million

Missing children's assistance act:

FY 1981: Program not in existence
FY 1984: $4 million
FY 1988: $4 million
FY 1989: $4 million

Prevention and treatment programs relating to juvenile gangs and drug abuse and drug trafficking:

FY 1989: No funding

The program was first authorized for FY 1989. For FY 1990, $3 million has been specifically appropriated, which is reduced by 1.4 percent as a result of sequestration under the Balanced Budget and Emergency Deficit Control Reaffirmation Act.

Participation Data

No participation data are available.

DRUG EDUCATION AND PREVENTION RELATING TO YOUTH GANGS[55]

Authorization

Anti-Drug Abuse Act of 1988, authorized through FY 1992.

Program Description

Title III, Subtitle B of the Anti-Drug Abuse Act of 1988 establishes a program of drug abuse education and prevention relating to youth gangs. The Act authorizes the U.S. Secretary of Health and Human Services, through the Administrator of Children, Youth, and Families to make grants to, and enter into contract with, public and nonprofit private agencies, organizations, institutions, and individuals to prevent and to reduce the participation of youth in the activities of gangs that engage in illicit drug-related activities, to promote the involvement of such youth in lawful activities, to prevent the abuse of drugs by youth and to educate them about such abuse, to support activities of local law enforcement agencies to conduct outreach programs in communities in which gangs commit drug-related crimes, and to inform gang members of the availability of treatment and rehabilitation services for drug abuse.

Funding

Grants and contracts are available to public and private not-for-profit agencies, organizations, institutions, and individuals to carry out the purposes of the Act. No matching funds are required.

Federal Funding Amounts (Appropriations)

FY 1989: $15 million

The program began in FY 1989.

Participation Data

No participation data are available.

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[55] Prepared by Suzanne Cavanagh, Government Division.

DEVELOPMENTAL DISABILITIES PROGRAM[56]

Authorization

Developmental Disabilities Assistance and Bill of Rights Act; authorized through FY 1990.

Program Description

The developmental disabilities program supports State allotments and discretionary grants to help plan and monitor services, ensure protection of legal rights, develop new service approaches, and train personnel to deliver services to persons with developmental disabilities. The goal of the program is to assist States in assuring that persons with developmental disabilities receive the care, treatment, and other services needed to enable them to achieve their maximum potential. The term developmental disability means a severe, chronic disability that is manifested before age 22, is likely to continue indefinitely, results in substantial functional limitations, and requires lifelong services.

The statute authorizes activities on behalf of persons with developmental disabilities through four grant programs: (1) State allotment program for planning and coordinating services and supporting demonstration service projects; (2) State grants for systems that protect and advocate the rights of persons with developmental disabilities; (3) discretionary grants for university affiliated training projects; and (4) discretionary grants for special projects that demonstrate new service techniques.

Child development services are one of four Federal priority service areas in the State allotment program. These services include early identification and intervention, counseling and training of parents, and diagnosis and evaluation of developmental disabilities present in children.

The developmental disabilities program is administered at the Federal level by the Office of Human Development Services, the U.S. Department of Health and Human Services. The State allotment program is administered by the State developmental disabilities planning council appointed by the Governor and by a State administering agency, which is also appointed by the Governor. The protection and advocacy systems are required to be independent of any agency that is providing services to persons with developmental disabilities and may not be administered by the State planning council.

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[56] Prepared by Mary F. Smith, Education and Public Welfare Division.

Funding

Funds for the State allotment program and the protection and advocacy program are distributed according to a formula based on State population, the extent of need for developmental disability services, and relative State financial need. Federal funds for the State allotment program must be matched on a 75 percent Federal--25 percent State basis except in poverty areas where the Federal share is 90 percent. There are no matching funds required of the protection and advocacy program.

Federal Funding Amounts (Appropriations)

FY 1981: $59.4 million
FY 1984: $62.4 million
FY 1988: $92.9 million
FY 1989: $95.0 million

Funds are totals for adults and children.

Participation Data

This program provides planning, service coordination, advocacy, and demonstration projects intended to benefit all developmentally disabled children. In FY 1988, 77,000 children with developmental disabilities were served in university affiliated programs, but there are no program data available to indicate the number of children or adults served in other parts of the program.

ADOLESCENT FAMILY LIFE[57]

Authorization

Title XX of the Public Health Service Act; expired at the end of FY 1985. Since then, the program has been continued through appropriations legislation.

Program Description

The adolescent family life program funds demonstration projects to prevent adolescent pregnancy and assist pregnant adolescents and adolescent parents. Two types of services may be offered by grantees: (1) care services, for pregnant adolescents and adolescent parents and their families; and (2) prevention services, which are services to prevent adolescent sexual relations and are available to any adolescent. Care services include primary and preventative health care, maternity counseling, nutritional guidance, and adoption counseling; and referrals to pediatric care and maternity homes, educational and vocational services, child care, homemaking education, and family planning services (when not otherwise available in the community). Prevention services include educational services to teenagers and their families, intended to prevent or delay sexual relations, and pregnancy testing, nutritional counseling, and transportation (but not family planning services). Under the law, grantees are to give primary emphasis to serving adolescents under age 18.

The adolescent family life program also funds research projects into the causes and consequences of adolescent pregnancy and parenthood.

Funding

Grants are awarded directly to public agencies and nonprofit organizations. The Federal share of funded projects is 70 percent in the first 2 years, with a decreasing Federal share thereafter.

Federal Funding Amounts (Appropriations)

FY 1984: $14.9 million
FY 1988: $ 9.6 million
FY 1989: $ 9.6 million

The program began in FY 1982.

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[57] Prepared by Ruth Ellen Wasem, Education and Public Welfare Division.

Participation Data

	Care services (estimated number of persons served)[a]	Prevention services (estimated number of persons served)[b]
FY 1984:	23,288	66,553
FY 1988:	20,100	48,000

[a] In addition to pregnant adolescents and adolescent parents, client estimates also include infants, male partners, and extended family members.

[b] Includes only those clients receiving "face-to-face" services. Does not include estimates of clients served by certain educational services, such as mass media campaigns.

INDIAN CHILD WELFARE ASSISTANCE (FOSTER CARE)[58]

Authorization

Snyder Act of 1921; permanently authorized.

Program Description

The Indian child welfare assistance program provides funds to Indian tribes for foster and institutional care for dependent, neglected, and handicapped children. Children must not currently be receiving other Federal public assistance such as aid to families with dependent children or supplemental security income and must reside on an Indian reservation. The program is administered at the Federal level by the Bureau of Indian Affairs in the U.S. Department of the Interior.

Funding

Funds under this program are provided in the form of direct payments to individuals from designated States, public agencies, or Indian tribes. The program is 100 percent federally funded.

Federal Funding Amounts (Appropriations)

FY 1981:	$13.6 million
FY 1984:	$14.7 million
FY 1988:	$14.7 million
FY 1989:	$14.8 million

Participation Data

FY 1984:	3,000
FY 1988:	3,000 (est.)
FY 1989:	3,000 (est.)

Data represents a monthly average.

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[58] Prepared by Dale Robinson, Education and Public Welfare Division.

INDIAN CHILD WELFARE SERVICES[59]

Authorization

Indian Child Welfare Act of 1978; permanently authorized.

Program Description

Title II of the Indian Child Welfare Act authorizes grants to Indian tribes and organizations for Indian child and family programs. Eligible services include, among others: (1) developing a system for licensing and regulating Indian foster and adoptive homes; (2) various kinds of family assistance, such as homemaker services and day care; (3) hiring professionals to assist tribal courts in child welfare matters; (4) guidance and legal assistance to Indian families involved in custody proceedings; and (5) adoptive subsidies for Indian children. The grants are intended to help Indian tribes identify and solve Indian child and family problems, particularly those associated with child custody, foster care, and adoption.

The program is administered at the Federal level by the Bureau of Indian Affairs (BIA) in the U.S. Department of the Interior.

Funding

Federal funding for programs under the Act is in the form of 100 percent federally funded project grants to local Indian tribes and tribal organizations.

Federal Funding Amounts (Appropriations)

FY 1981:	$9.3 million
FY 1984:	$8.7 million
FY 1988:	$8.4 million
FY 1989:	$8.7 million

Participation Data

No participation data are available.

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[59] Prepared by Susan Schillmoeller, Education and Public Welfare Division.

REFUGEE AND CUBAN/HAITIAN ENTRANT ASSISTANCE PROGRAM[60]

Authorization

Title IV of the Immigration and Nationality Act; title V of the Refugee Education Assistance Act of 1980. Appropriations were authorized through FY 1988 by the Refugee Assistance Extension Act of 1986. The program is currently operating without a formal authorization.

Program Description

The Federal refugee and Cuban/Haitian entrant assistance program[61] is administered by the Office of Refugee Resettlement (ORR), Family Support Administration, the U.S. Department of Health and Human Services. ORR reimburses States for their share of the costs of aid to families with dependent children (AFDC) and medicaid benefits provided to eligible refugee and entrant families for the first 24 months[62] they are in the United States. Needy refugee and entrant individuals and families who are not eligible for these programs because they don't meet family structure requirements may receive special cash and medical benefits from ORR for up to 12 months. Thereafter, if the refugee or entrant family qualifies for a State or local general assistance program, if available, these benefits are reimbursed by ORR for the following 12 months.

ORR also reimburses States for the nonfederal share of providing child welfare services, including foster care maintenance, to refugee and entrant children for the first 24 months the child is in the United States. If the child is unaccompanied by a parent or close relative, these reimbursed services, as well as reimbursed health benefits, may be provided until the child reaches age 18, or older if the State's welfare plan so prescribes. Additionally, ORR provides funding for a broad range of social services including targeted assistance for impacted areas, some of which may benefit children (e.g., day care, youth counseling, youth training/employment programs).

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[60] Prepared by Joyce Vialet, Education and Public Welfare Division.

[61] A Cuban/Haitian entrant is defined as either a person who received the formal designation after the Cuban boatlift in 1980, or who is any other Cuban or Haitian national who has been paroled into the U.S., or is otherwise known to the U.S. Immigration and Naturalization Service, and whose immigration status has not been resolved.

[62] This and related time periods are likely to be reduced in the near future. The conference report on H.R. 2990, the House and Senate-passed FY 1990 Health and Human Services appropriations bill, stated, "the conferees intend that the period of reimbursement for cash and medical assistance not fall below 12 months" (H. Rept. 101-274, p. 28).

Funding

Federal resettlement assistance is provided by ORR mainly through State-administered refugee resettlement programs which distribute the funds through a variety of different procedures. There are no State/local matching requirements.

Federal Funding Amounts (Appropriations)

FY 1981: $901.7 million
FY 1984: $541.8 million
FY 1988: $346.9 million
FY 1989: $382.4 million

These figures represent appropriations for reimbursements to States for benefits provided to all refugees eligible for these benefits, regardless of age. The percentage of funds that goes to children is not available.

Participation Data

The total number of recipients is not available.

FOSTER GRANDPARENT PROGRAM[63]

Authorization

Domestic Volunteer Service Act of 1973; authorized through FY 1993.

Program Description

This program, administered by ACTION, provides part-time volunteer opportunities for low-income persons 60 years and over to provide supportive services to children with physical, mental, emotional, or social disabilities. Agencies which are recipients of funds place foster grandparents in nonprofit settings such as schools, hospitals, day care centers, and institutions for the mentally or physically handicapped. The foster grandparents work with children who are under age 21, except that the law allows a foster grandparent to continue working with a mentally retarded child over 21 as long as the child was receiving services prior to that age. Foster grandparents provide services 20 hours a week on a one-to-one basis to 3 to 4 children.

Funding

ACTION awards funds to local agencies to sponsor foster grandparent programs on a project grant basis. Project grants are administered locally and are awarded to private, nonprofit organizations and State and local public agencies. Federal funds generally cover 90 percent of the project costs, although the Director of ACTION is authorized to provide funds in excess of 90 percent. Some States have appropriated State funds to expand the foster grandparent program beyond the level of support provided by the Federal Government.

Federal Funding Amounts (Appropriations)

FY 1981: $48.4 million
FY 1984: $49.7 million
FY 1988: $57.4 million
FY 1989: $58.9 million

Participation Data

FY 1984: 64,225 children served
FY 1988: 68,000 children served

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[63] Prepared by Carol O'Shaughnessy, Education and Public Welfare Division.

VISTA AND RELATED VOLUNTEER PROGRAMS[64]

Authorization

Domestic Volunteer Service Act; authorized through FY 1993.

Program Descriptions

The Domestic Volunteer Service Act authorizes several volunteer programs including volunteers in service to America (VISTA), the VISTA literacy corps, and the student community service program. (The foster grandparent program which is also authorized by this Act, is described separately.) The programs under the Domestic Volunteer Service Act are administered by the independent agency ACTION.

VISTA was conceived as a domestic peace corps in which volunteers serve full-time in projects designed to reduce poverty. Today, approximately 2,600 volunteers aged 18 or older serve in community activities to help reduce or eliminate poverty and poverty-related problems. Many VISTA projects involve working directly with children. Out of 597 projects in FY 1988, over half involved working with youth, runaways, and/or child abuse and neglect incidents. In FY 1987, the VISTA literacy corps was authorized to utilize VISTA volunteers in programs whose primary goal is eradicating illiteracy. Some of the projects in the literacy corps also involve helping children.

The student community service program provides volunteer opportunities for high school and college students and technical assistance to schools and organizations that promote voluntarism among youth. Many of the projects funded involve working with children. In FY 1988, approximately 28,000 high school and college students volunteered in 116 projects that included tutoring, day care, drug abuse prevention, literacy, and health, among other things.

Funding

VISTA volunteers receive a monthly subsistence allowance and a stipend paid upon completion of service. Literacy corps volunteers receive the same benefits. Students in the student community service program volunteer on a nonstipend basis. Project grants for this latter program are awarded for up to $15,000 for a 12-month period; second- or third-year reduced funding may be sought by grantees. The grantee is required to contribute a local share of at least $3,000 each year.

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[64] Prepared by Dale Robinson, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

	VISTA	VISTA Literacy Corps	Student Community Service
FY 1981:	$30.6 million	Not applicable	$2.8 million
FY 1984:	$15.0 million	Not applicable	$1.8 million
FY 1988:	$19.8 million	$2.9 million	$1.3 million
FY 1989:	$21.6 million	$2.8 million	$1.3 million

The program began in FY 1987.

Participation Data

Data are not available on the number of children served through these programs.

COMMUNITY SERVICES BLOCK GRANT[65]

Authorization

Human Services Reauthorization Act of 1986; authorized through FY 1990.

Program Description

Block grants to States are for providing services to ameliorate or eliminate poverty. Most activities are operated locally by public or nonprofit antipoverty agencies called Community Action Agencies. Activities include direct service provision, such as child care and transportation, information and referral to other service programs, and self-help projects such as community gardens and housing rehabilitation. Federally, the program is administered by the Office of Community Services, Family Support Administration, the U.S. Department of Health and Human Services. At the State level, funds are received by the Governor's office, which distributes grants to local governments or private nonprofit agencies.

Funding

Funds are provided to States according to the relative portion of funds received by each State from the former Community Services Administration in FY 1981. At least 90 percent of each State's allotment must be passed through to local public or private nonprofit Community Action Agencies. No nonfederal match is required.

Federal Funding Amounts (Appropriations)

FY 1981:	$526.4 million[a]
FY 1984:	$352.3 million
FY 1988:	$382.3 million
FY 1989:	$380.6 million

[a] Funding level for predecessor programs in the Community Services Administration. Indicates total program spending. Portion spent on children and youth not available.

Participation Data

No participation data are available.

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[65] Prepared by Karen Spar, Education and Public Welfare Division.

EDUCATION AND TRAINING PROGRAMS

EDUCATION FOR THE DISADVANTAGED--LOCAL EDUCATIONAL AGENCY GRANTS[66]

Authorization

Title I, Chapter 1, Part A of the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

Four major types of programs are authorized under chapter 1: (1) grants to local educational agencies (LEAs) for the education of disadvantaged children, which are described in this entry; (2) grants to State agencies for the education of migrant, handicapped, plus neglected and delinquent children, which are individually discussed elsewhere in this report; (3) even start grants for joint education of disadvantaged young children and their parents who lack a high school diploma (or equivalent), which are also discussed elsewhere in this report; and (4) grants for secondary school basic skills plus dropout prevention[67] programs, which as of FY 1990 have not been funded and are, therefore, not included in this report. Chapter 1 also includes smaller programs of aid for State administration, evaluation, technical assistance, and program improvement; these are not included in this report because they do not directly provide services to children.

The LEA grant programs of chapter 1 serve educationally disadvantaged children attending public and private schools from the preschool through secondary education levels. The services provided are intended to meet the special educational needs of children whose academic achievement is below the level appropriate for their age. This program is administered by the Office of Elementary and Secondary Education, the U.S. Department of Education (ED), as well as by State educational agencies (SEAs) and LEAs. There are no State or local matching requirements for chapter 1 programs.

According to ED's *National Assessment of Chapter 1 (1987)*, most chapter 1 participants receive supplementary instruction in reading (74 percent), while almost half (46 percent) receive mathematics instruction. Pupils are typically "pulled out" of their regular classroom to receive chapter 1 instruction, frequently during the time that other pupils are receiving "regular" instruction in the same subjects.

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[66] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

[67] Another dropout prevention program, authorized under title VI of the ESEA, is discussed in this report.

Nevertheless, a significant minority of pupils receive chapter 1 instruction in their regular classroom setting.

Funding

Although all chapter 1 LEA grants may be combined and used for the same purposes at the local level, they are allocated under two separate formulas. The *basic* grant formula allocates funds to LEAs[68] in proportion to counts of formula children multiplied by a cost factor. The children counted in the allocation formula are those aged 5-17: (a) in poor families; (b) in families receiving aid to families with dependent children payments in excess of the poverty level for a family of four; and (c) in local facilities for the neglected and delinquent. The cost factor is the State average per-pupil expenditure for public elementary and secondary education, limited to no more than 120 percent or no less than 80 percent of the National average, then further multiplied by .4. If grants are not fully funded at the level indicated by this formula, as has been the case for every year since FY 1966, they are reduced proportionately, with no LEA to receive less than 85 percent of its grant for the previous year.[69] Most chapter 1 LEA grants are allocated under the basic grant formula ($3.9 billion in FY 1989).

The *concentration* grant formula ($0.2 billion in FY 1989) is similar to that for basic grants, except funds are allocated only to LEAs in counties where the number of children counted in the basic grant formula for the previous year is at least 6,500 children, or at least 15 percent of the total population aged 5-17. There is also a concentration grant State minimum of, in general, the greater of 0.25 percent of total grants, or $250,000.[70]

Within LEAs, LEA grant funds are allocated to the school attendance areas with the greatest relative number or percentage of children from low income families.[71] In these target attendance areas, the most educationally disadvantaged children are served, regardless of their individual family income or whether they attend public or private schools.

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[68] Specifically, the ED allocates grants at the county level, then SEAs suballocate county totals to individual LEAs. Grants **may** be calculated directly at the LEA level by the Federal Government after tabulation of the 1990 census.

[69] If certain appropriation level thresholds are met (which had not yet occurred through FY 1989), then a basic grant State minimum, generally 0.25 percent of total grants, would also be applied.

[70] For FY 1989 appropriations, this was increased to $340,000.

[71] Schools may be ranked on the basis of their actual enrollments, rather than on the number of children residing in their attendance areas.

Federal Funding Amounts (Appropriations)

FY 1981: $2.6 billion
FY 1984: $3.0 billion
FY 1988: $3.8 billion
FY 1989: $4.0 billion

Appropriations for chapter 1 LEA grants only are listed.

Participation Data

FY 1984: 4.4 million pupils
FY 1987: 4.7 million pupils

Later data are not available.

EDUCATION BLOCK GRANTS FOR STATES[72]

Authorization

Elementary and Secondary Education Act of 1965, Title I, Chapter 2, Federal, State, and Local Partnership for Educational Improvement; authorized through FY 1993.

Program Description

Grants support school improvement, educational innovation, and effective schools. Eligible activities include programs for students at risk of failure or dropping out, acquisition of educational materials, innovative programs for schoolwide improvement, training and professional development, and programs to enhance personal excellence. Local educational agencies (LEAs) design and implement programs; they receive at least 80 percent of each State allotment. State educational agencies (SEAs) use remaining funds for program administration, technical assistance to LEAs, and effective schools programs. The U.S. Department of Education administers this program.

Funding

Grants are allotted by formula to SEAs in proportion to the population aged 5-17, with no State to receive less than 0.5 percent of the total allotment. Matching is not required.

Federal Funding Amounts (Appropriations)

FY 1981: $512.0 million
FY 1984: $450.7 million
FY 1988: $478.7 million
FY 1989: $463.0 million

Chapter 2 was initially funded in FY 1982. The amount shown for FY 1981 is for comparable programs consolidated into the education block grant.

Participation Data

All public and private elementary and secondary school children are eligible to receive services from this program; however, participation data are not available.

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[72] Prepared by Paul Irwin, Education and Public Welfare Division.

EDUCATION PROGRAMS FOR CHILDREN WITH HANDICAPS[73]

Authorization

Education of the Handicapped Act (EHA); the State grant and preschool grants are permanently authorized; grants for early intervention services for handicapped infants and toddlers are authorized through FY 1991; other programs are authorized through FY 1989. The General Education Provisions Act provides for an automatic extension of the EHA discretionary grant programs through FY 1990.

Program Descriptions

The Education of the Handicapped Act authorizes a number of programs to support and improve the education of children with handicaps. The administering agencies are: the Office of Special Education and Rehabilitative Services, the U.S. Department of Education; State educational agencies (SEAs) and local educational agencies (LEAs); nonprofit agencies; and institutions of higher learning. The largest program is the State grant program. The Act also authorizes a formula grant program for early intervention services, a preschool grant, special studies, and other discretionary grant programs.

State grant program: The State grant program is designed to assure that every child with a handicap aged 3-21, residing within a State that participates in this program, receives a free appropriate public education in the least restrictive educational setting. Funds are allotted to States, and through them to LEAs, based on their number of children with handicaps aged 3-21 who are receiving a free appropriate public education. The maximum amount a State may receive for each child with a handicap who is served is 40 percent of the national average per-pupil expenditure (APPE). State grants may only be used to pay for excess costs associated with educating a child with a handicap as compared to a non-handicapped child. Although Federal appropriations have increased steadily since FY 1975, the Federal share of the APPE peaked at only 12.5 percent in FY 1979. In FY 1989 the Federal share is about 8.5 percent.

All States and the outlying areas participate in the State grant program. Plans submitted by States as a condition for their participation in the program are required to demonstrate that: (1) each child with a handicap has an individualized educational plan addressing the child's unique special education needs, and any related services that may be required for the child to benefit from special education; (2) each child is evaluated and diagnosed by a multi-disciplinary team, including at least one teacher or other specialist with knowledge in the area of suspected disability; (3) parents are involved in and informed of the diagnosis and the initial placement of the child, and the development of the individualized education plan; and (4) the State has established due process procedures under which parents of children with handicaps may formally question actions taken by the educational system with regard to the provision of special education and related services to their child. The program serves children with a full range of handicapping conditions from the mildly learning disabled to the severely multi-handicapped.

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[73] Prepared by Margot Schenet, Education and Public Welfare Division.

Preschool grants: Provides Federal formula grants to States for special education and related services for children with handicaps aged 3-5. By FY 1990, States may receive up to $1,000 per child served under the program. By FY 1991, at the latest, participating States must mandate special education and related services for all children with handicaps between age 3 and school age.

Grants for infants and families: Provides Federal formula grants to States for the development and implementation of comprehensive statewide systems of early intervention services for infants and toddlers with handicaps and their families. These services are designed to address the physical and developmental problems of infants and toddlers with handicaps aged birth through 2 years. Services include identification, diagnosis, family training, counseling, and various other support services. Funds are allotted to States on the basis of the relative population of children aged birth through 2 years.

A variety of other research, demonstration, training, evaluation and technical assistance discretionary grant programs are supported under the Education of the Handicapped Act.

Funding

Funds for all three programs are distributed by formula. The State and preschool program grants are allocated based on the counts of children with handicaps provided by the States. The funds for infants and families are allocated based on the numbers of all infants aged 0-2. No nonfederal match is required for any of these programs. The State grants, preschool grants, and infants and toddlers programs are "forward funded" (i.e., FY 1989 funds may be obligated during a 15-month period consisting of the last 3 months of FY 1989 plus all of FY 1990).

Federal Funding Amounts (Appropriations)

	FY 1981	FY 1984	FY 1988	FY 1989
State grant program:	$874.5	$1,068.9	$1,431.7	$1,475.4
Preschool grants:[a]	25.0	26.3	201.1	247.0
Grants for infants and families:[b]	---	---	67.0	69.8

[a] Program change enacted by P.L. 99-457.

[b] New program enacted by P.L. 99-457.

Dollar amounts are shown in millions.

Participation Data

State grant program: Child count used for distribution of funds on July 1, 1984: 4,096,000; on July 1, 1988: 4,236,000.

Preschool grants: Child count used for distribution of funds on July 1, 1984: 243,000; on July 1, 1988: 288,000.

Grants for infants and families: No participation data available.

BILINGUAL EDUCATION PROGRAMS[74]

Authorization

Bilingual Education Act; authorized through FY 1993.

Program Description

The Bilingual Education Act authorizes programs to support and improve educational services to limited English-proficient students. Bilingual education programs are administered by the U.S. Department of Education (ED).

Bilingual education grants to local school districts: Federal grants to local school districts are supported under six separate components. Grants are awarded to local school districts or schools operated or funded by the Bureau of Indian Affairs (BIA) to establish, operate, or improve English-language instruction programs for limited English-proficient (LEP) students. The projects are designed to build the capacity of the grantee to maintain programs for LEP students when Federal funding is reduced or eliminated. Emphasis is placed on parental and community involvement in planning and operating local programs and on serving those children most in need.

The six types of grants to local school districts include:

(1) transitional bilingual education grants that use the native language to the extent necessary to teach English and to permit the LEP student to meet grade promotion and graduation standards;

(2) developmental bilingual grants that teach English but also strengthen or develop native language skills;

(3) special alternative instructional program grants that provide specifically designed classroom instruction for LEP students in English;

(4) academic excellence grants that serve as models of exemplary programs and facilitate the dissemination of effective bilingual educational practices;

(5) family English literacy grants that are designed to teach English to LEP adults and out-of-school youth; and

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[74] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

(6) special populations grants that provide educational services to preschool, special education, and gifted and talented LEP students.

The Bilingual Education Act also authorizes grants for training, technical assistance, evaluation, data collection and other activities.

The Office of Bilingual Education and Minority Languages Affairs, ED, administers the bilingual education program in cooperation with State educational agencies (SEAs) and local educational agencies (LEAs), institutions of higher education, and elementary and secondary schools operated or funded by the BIA.

Funding

Grants and contracts are awarded on the basis of national competition to SEAs and LEAs, institutions of higher education, elementary and secondary schools operated or funded by the BIA, and private organizations. No nonfederal match is required.

Federal Funding Amounts (Appropriations)

Grants to LEAs:

FY 1981:	$ 98.9 million
FY 1984:	$ 89.6 million
FY 1988:	$101.2 million
FY 1989:	$110.8 million

Participation Data

Grants to LEAs:

FY 1984:	194,323 children
FY 1988:	233,594 children

STATE AGENCY MIGRANT EDUCATION PROGRAM[75]

Authorization

The Elementary and Secondary Education Act, as amended; authorized through FY 1993.

Program Description

State educational agencies (SEAs) are eligible to receive grants for programs meeting the special educational needs of migrant children. An individual program may consist of a number of projects in different schools. In practice, most programs are administered by local school districts, not States. SEAs may also receive contract funds to maintain a migrant student record transfer system and support other coordination activities.

To receive services, students must be between 3 and 21 years of age, inclusive, and have moved from one school district to another in the last 12 months with parents or guardians who sought temporary or seasonal employment in agriculture or fishing. Students may also be served, with lower priority, if they made such a move within the past 5 years. Typically migrant education programs include regular academic instruction, remedial or compensatory instruction, bilingual education, vocational and career education, testing, guidance and counseling, and medical and dental screening.

The program also supports the migrant student record transfer system (MSRTS) and inter- and intrastate coordination activities.

Funding

In general, funding for the State agency migrant education program is provided by a statutory formula based on the number of migrant students (including those who moved within the past 5 years) between the ages of 3 and 21, inclusive, residing in a State. Counts are weighted by State average per-pupil expenditures for elementary and secondary education. The U.S. Secretary of Education may adjust funding to take account of relative need and summer students. While State and local school districts are not required to provide their own funds for the program, they must ensure that Federal funds are used to supplement and not supplant those funds.

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[75] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981 program year: $245.0 million
FY 1984 program year: $255.7 million
FY 1988 program year: $269.0 million
FY 1989 program year: $271.7 million

Participation Data

FY 1986: 343,269 students

Data for other years are not available.

MIGRANT HIGH SCHOOL EQUIVALENCY PROGRAM[76]

Authorization

Higher Education Act; authorized through FY 1991.

Program Description

The migrant high school equivalency program (HEP) is designed to help migrant students obtain a general education diploma that is equivalent to high school graduation. HEP students must be 17 years of age or older and must have engaged in, or be in a family that has engaged in, migrant and seasonal farmwork for at least 75 days during the last 2 years. HEP grants are made only to colleges and universities and to private nonprofit agencies working in cooperation with such schools. Recently 22 grants have been awarded each year. Students typically receive room and board (most, though not all, live on campuses), stipends for personal expenses, instruction, counseling and placement services, health services, and exposure to other educational and cultural activities.

Funding

Funding for HEP is provided through a national discretionary grant program administered by the U.S. Department of Education. Normally, grants are to be awarded for 3-year periods. The minimum grant is $150,000. Some recipients provide support of their own for the programs, but a match is not required for this program.

Federal Funding Amounts (Appropriations)

FY 1981 program year:	$6.2 million
FY 1984 program year:	$6.3 million
FY 1988 program year:	$7.4 million
FY 1989 program year:	$7.4 million

Data include students of all ages.

Participation Data

FY 1984 program year:	2,800 students
FY 1988 program year:	3,300 students

The number of students under age 18 in this program is not available.

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[76] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

INDIAN EDUCATION PROGRAMS[77]

Authorization

Authorizations for Indian education programs are contained in three separate pieces of legislation: the Indian Education Act, authorized through FY 1993; the Johnson-O'Malley Act, permanently authorized; and the Snyder Act, permanently authorized.

Program Descriptions

The principal Federal Indian education programs are: the Indian Education Act part A program and the special programs for Indian students administered by the U.S. Department of Education (ED); and the Johnson-O'Malley (JOM) and Federal Indian school programs administered by the Bureau of Indian Affairs (BIA), the U.S. Department of the Interior. With funds from these agencies, actual programs for Indian children and youth are conducted by the BIA, Indian tribal organizations, local educational agencies (LEAs), and State educational agencies (SEAs).

Part A of the Indian Education Act authorizes ED to receive applications for grants from LEAs and Indian-controlled schools operated by Indian tribes or organizations. The amount of funds that an LEA is eligible to receive is based on per-pupil expenditures and the number of Indian school children. These LEA funds are used to meet the special educational needs of Indian school children in the public schools through a variety of academic and cultural enhancement programs that have been approved by required local Indian parental advisory councils. Grants to Indian-controlled schools are used to aid in the establishment of such a school or to provide special enrichment programs in an already existing school.

Subpart 2 of the Indian Education Act, special programs for Indian students, authorizes several discretionary programs designed to improve the quality of educational programs for Indian students. Some of these programs include planning, pilot, and demonstration projects, educational services projects, and gifted and talented centers. All of these programs are discretionary and competitively awarded.

Under JOM, the BIA provides funds to LEAs and tribally operated schools for supplementary education and related services for Indian children. The major portion of JOM funds is allocated to LEAs. The use of JOM funds is subject to approval by a local Indian advisory council.

In recent years, a small portion (less than $1 million) of the annual JOM appropriation has been used for tuition payments to LEAs on behalf of several hundred out-of-district Indian students who reside in Federal dormitories while attending public schools.

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[77] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

Under the authority of the Snyder Act of 1921, the BIA also provides financial support for the education, and in some cases residential care, of Indian children through the direct operation of about 180 BIA-operated and tribally operated contract schools for Indian children residing on Federal Indian lands.

Funding

ED allocates funds for part A of the Indian Education Act on a formula basis to local school districts and on a discretionary basis to tribally operated schools. The special programs for Indian students under the Indian Education Act is totally discretionary. JOM funds are allocated by the BIA to SEAs, LEAs, and Indian tribes; the funding level for a particular local project is based on the number of Indian school children served and the average per-pupil expenditure for their education. Funds are allocated to the BIA-operated schools and the BIA-funded, but tribally operated, contract schools under a student-based formula to each individual school; the local school board in each school then develops a budget for the operation of the school.

No match is required for any of these programs.

Federal Funding Amounts (Appropriations)

	FY 1981	FY 1984	FY 1988	FY 1989
Indian Education Act, part A:	$ 58.3	$ 50.9	$ 49.2	$ 52.7
Special programs for Indian students:	*	*	11.7	11.8
Johnson-O'Malley:	29.5	26.0	20.3	23.0
BIA school operations:	189.4	175.3	177.5	186.6

*Program was first authorized for FY 1988.

Dollar amounts are shown in millions.

Participation Data

Indian Education Act part A program: In FY 1988, 240,000 children attended public schools and tribally operated schools.

Special programs for Indian students: In FY 1988, 14,914 students participated in programs.

Johnson-O'Malley program: In FY 1986, 177,000 children participated; and in FY 1987, 178,000 children participated.

BIA school operations: In FY 1986, 40,000 school children attended Federal Indian and tribally operated schools.

Other data are not available.

NATIVE HAWAIIAN EDUCATION ASSISTANCE PROGRAMS[78]

Authorization

Title IV of the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

Title IV of P.L. 100-297 declares that the Federal Government has a "legal responsibility to enforce the . . . State of Hawaii's public trust responsibility for the betterment of the conditions of Native Hawaiians." In keeping with this declaration, five programs are authorized to provide educational assistance to Native Hawaiians from the prekindergarten through postsecondary levels. The programs are:

(1) a Native Hawaiian model curriculum implementation project, providing aid for the development and dissemination of a curriculum entitled the Kamehameha Elementary Education Program to at least 20 public schools;

(2) Native Hawaiian family-based education centers, serving children from the prenatal stage through age 5 and their parents;

(3) a Native Hawaiian higher education demonstration program, providing college preparation, counseling, support services, fellowships, research, and evaluation services to assist Native Hawaiian students in postsecondary education;

(4) a Native Hawaiian gifted and talented demonstration program, to identify, meet the special needs of, and conduct research regarding gifted and talented Native Hawaiian children and youth; and

(5) a Native Hawaiian special education program, to identify, meet the special educational needs of, and conduct research regarding handicapped Native Hawaiian children and youth.

These programs are administered by the Office of Elementary and Secondary Education, the U.S. Department of Education. There are no matching requirements for these programs.

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[78] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

Funding

Funding eligibility provisions vary for the five Native Hawaiian education assistance programs, although all are intended to serve only Native Hawaiians. The statute defines Native Hawaiians as persons who are residents of the State of Hawaii, citizens of the United States, and are descendants of the aboriginal people who exercised sovereignty over the Hawaiian Islands prior to 1778.

The eligible grantees for each of the five Native Hawaiian education programs are:

(1) for the Native Hawaiian model curriculum implementation project: the University of Hawaii, the Hawaii State Department of Education, and the Kamehameha Schools/Bernice Pauahi Bishop Estate;

(2) for the Native Hawaiian family-based education centers: Native Hawaiian organizations;

(3) for the Native Hawaiian higher education demonstration program: the Kamehameha Schools/Bernice Pauahi Bishop Estate;

(4) for the Native Hawaiian gifted and talented demonstration program: the University of Hawaii at Hilo; and

(5) for the Native Hawaiian special education program: the State of Hawaii and Native Hawaiian organizations.

Federal Funding Amounts (Appropriations)

FY 1989: $4.9 million

The program began in FY 1989.

Participation Data

No participation data are yet available.

TRANSITION PROGRAM FOR REFUGEE CHILDREN[79]

Authorization

The Refugee Act of 1980, as amended; authorized through FY 1988; authorized through FY 1989 by the General Education Provisions Act.

Program Description

The transition program for refugee children provides grants to States to be used to assist local educational agencies (LEAs) in such activities as testing, special English-language instruction, bilingual education, remedial instruction, and special materials and supplies for refugee students enrolled in public and private nonprofit elementary and secondary schools. LEAs may apply for subgrants to provide these services. Up to 15 percent of a State's grant may be used to provide support services for refugee children, including in-service training for educational personnel, school counseling and guidance services, and training for parents.

The U.S Department of Education administers the transition program for refugee children.

Funding

The transition program for refugee children distributes funds to States through formula grants which are based upon the number of eligible refugee children in the States. SEAs subsequently distribute the funds to LEAs. Current regulations limit participation in refugee education to LEAs that have at least 20 eligible refugee students. The funds must be used for supplementary services for refugee students rather than for reimbursement to the LEA for the basic costs of instruction. In FY 1988, grants were made to 47 States. The grants averaged $195 per refugee student. No nonfederal match is required. There are no appropriations and no appropriations authorized for FY 1990.

Federal Funding Amounts (Appropriations)

FY 1981: $22.2 million
FY 1984: $16.6 million
FY 1988: $15.2 million
FY 1989: $15.8 million

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[79] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

Participation Data

FY 1984: 93,920 refugee children
FY 1988: 77,874 refugee children

In FY 1984, an estimated additional 12,000 children were served under 9 separate programs for Cuban and Haitian entrants.

EMERGENCY IMMIGRANT EDUCATION PROGRAM[80]

Authorization

Elementary and Secondary Education Act as amended; authorized through FY 1993.

Program Description

The purpose of the emergency immigrant education program is to provide grants to States with school districts enrolling substantial numbers of recent immigrant students. Immigrant students are defined as those who were not born in any State and who have been attending school in any State(s) for less than three complete academic years. Awards are used to help cover the cost of providing supplemental educational services to these students or for any purpose relating to the education of immigrant students.

Funding

Grants are allocated by formula to States with school districts enrolling 500 immigrant students or where immigrant children represent at least 3 percent of a school district's total enrollment. Funds are awarded to State educational agencies which in turn provide subgrants to local educational agencies based on the number of immigrant children they enroll. No match is required. The program is administered by the U.S. Department of Education.

Federal Funding Amounts (Appropriations)

FY 1984: $30.0 million
FY 1988: $29.9 million
FY 1989: $29.6 million

The program began in FY 1984.

Participation Data

FY 1984: 348,287 students (est.) were served in 28 States
FY 1988: 427,870 students (est.) were served in 31 States

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[80] Prepared by Ruby Ann M. Esquibel, Education and Public Welfare Division.

EDUCATION OF HOMELESS CHILDREN AND YOUTH[81]

Authorization

Stewart B. McKinney Homeless Assistance Act; authorized through FY 1990.

Program Description

Grants are made to State educational agencies to improve the education of homeless children and youth. Authorized activities include: (1) establishing a State coordinator of education for homeless youth; (2) developing State plans for the education of each homeless child or youth; and (3) conducting related activities to ensure that all homeless children have access to a free appropriate public education. Participating States must gather data on the number and location of homeless children, determine their special educational needs, and maintain school records on homeless children.

Also authorized are grants for exemplary programs that have demonstrated success in addressing the needs of homeless students in elementary and secondary schools, and for dissemination of information about these successful efforts.

The U.S. Department of Education administers these programs.

Funding

Funds for State activities are allotted by formula in proportion to grants made under chapter 1 of title I of the Elementary and Secondary Education Act of 1965, except that no State is to receive less than $50,000. Matching is not required. Exemplary programs are funded by discretionary grants.

Federal Funding Amounts (Appropriations)

FY 1988: $4.8 million
FY 1989: $4.8 million

The program was first funded in FY 1987.

Participation Data

All homeless children are eligible to benefit from this program; however, participation data are not available.

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[81] Prepared by Paul Irwin, Education and Public Welfare Division.

SCHOOL DROPOUT DEMONSTRATION ASSISTANCE[82]

Authorization

Title VI of the Elementary and Secondary Education Act; appropriations currently have been authorized through FY 1989.[83]

Program Description

The school dropout demonstration assistance program provides grants to local school districts and community-based organizations for dropout prevention and reentry demonstration programs. Recipients can use funds for a wide range of activities including identifying students who are at-risk of dropping out; encouraging dropouts to return to school; developing programs to address basic skill and other educational deficiencies; establishing or expanding work-study programs; educational partnerships; testing; training; and program evaluation.

Program grants are awarded by the U.S. Secretary of Education. Specified proportions of funds are reserved for school districts of different enrollment sizes; one-quarter of the funds for each category are to be used for partnerships between schools and businesses, colleges, private industry councils (established under the Job Training Partnership Act), community and other nonprofit organizations and others. Special emphasis is to be given to programs that include parental involvement and early intervention services, replicate successful programs, or serve high numbers or percentages of dropouts.

Funding

This is a discretionary grant program that awards funds competitively to local school districts and community-based organizations. Recipients typically receive assistance for 2 years. The Federal share of dropout program costs may not exceed 90 percent the first year and 75 percent the second year. Like most education programs, this program is "forward funded," and FY 1989 funds are spent in FY 1990.

Federal Funding Amounts (Appropriations)

FY 1988: $23.9 million
FY 1989: $21.7 million

Data represent total funds for all ages.
The program began in FY 1988.

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[82] Prepared by Bob Lyke, Education and Public Welfare Division.

[83] Both the House and Senate have passed identical legislation to reauthorize this program.

Participation Data

In FY 1989, 89 grants were made to local school districts and community-based organizations. Data on the number of children served (including the number over 17 years of age) are not available.

STATE AGENCY NEGLECTED AND DELINQUENT EDUCATION PROGRAM[84]

Authorization

Title I, Chapter 1, Part D, Subpart 3 of the Elementary and Secondary Education Act of 1965, as amended by the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

This program is administered by the Office of Elementary and Secondary Education, the U.S. Department of Education, as well as by State educational and other agencies. The chapter 1 neglected and delinquent program makes grants to State educational and other agencies for the education of neglected and delinquent children and youth (through age 21) in facilities, including adult correctional institutions, for which State agencies (as opposed to local educational agencies) are responsible. Services provided under chapter 1 are to be supplementary to basic educational programs funded by the State. Programs may be conducted directly by the State agencies, or through contract to local agencies or private, nonprofit organizations. Up to 10 percent of each State's grant may be used for services to facilitate the transition of students from State agency programs to regular, local elementary and secondary schools.

Funding

Grants are made to the States in proportion to the number of children and youth in State agency programs for the neglected and delinquent, multiplied by a cost factor. The cost factor is the State average per-pupil expenditure for public elementary and secondary education, limited to no more than 120 percent or no less than 80 percent of the National average, then further multiplied by .4. If grants are not fully funded at the level indicated by this formula, as has been the case in recent years, they are reduced proportionately to the level of available appropriations. (The chapter 1 statute provides that this and other State agency programs are to be fully funded whenever total chapter 1 appropriations are below the authorized level. However, this provision has been overridden by appropriations statutes in recent years.) There is no matching requirement.

Federal Funding Amounts (Appropriations)

FY 1981:	$34.0 million
FY 1984:	$32.6 million
FY 1988:	$32.6 million
FY 1989:	$31.6 million

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[84] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

Participation Data

FY 1984: 61,765
FY 1987: 56,236

In 1986-87, 44 percent of participants in this program were under 17 years old.

Later data are not available.

EVEN START[85]

Authorization

Title I, Chapter 1, Part B of the Elementary and Secondary Education Act of 1965, as amended by the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

This program is administered by the Office of Elementary and Secondary Education, the U.S. Department of Education, as well as by State and local educational agencies. Under the even start program, the U.S. Secretary of Education makes grants to local educational agencies (LEAs) for joint programs of education for educationally disadvantaged children, aged 1-7, and their parents. To be eligible to be served, the children must reside in a school attendance area in which a chapter 1 basic grant program is conducted,[86] and the parents must be eligible to be served under the Adult Education Act (AEA); i.e., not enrolled in school and not a high school graduate (or equivalent).

The services provided under the even start program may include: identification of eligible participants; testing and counseling; adult literacy training; training of parents to aid in the education of their children; support services, such as child care and transportation, where unavailable from other sources; home-based education of parents and children; staff training; and coordination with other Federal programs (such as the AEA and head start). The Federal share of program costs is limited to 90 percent for the first year of operations, declining to 60 percent for the fourth year.

Funding

In any year in which appropriations for the even start program are less than $50 million, grants are to be made to LEAs directly by the U.S. Secretary of Education. If appropriations equal or exceed $50 million, the grants for even start programs are to be made to the States--in proportion to chapter 1 basic grants but with a State minimum generally set at the greater of 0.5 percent of all grants, or $250,000--and LEA grantees are to be selected by State educational agencies.

Grant recipients are to be selected through a review panel consisting of specified types of individuals (e.g., an early childhood education specialist, an adult education specialist, etc.). Even start programs may not receive grants for more than 4 years, and must be independently evaluated; the U.S. Secretary of Education is to submit a summary and review of these evaluations to the Congress by September 30, 1993.

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[85] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

[86] These are school attendance areas with a relatively high number or percentage of children from low income families, compared to other school attendance areas in the LEA.

Federal Funding Amounts (Appropriations)

FY 1989: $14.8 million

The program began in FY 1989.

Participation Data

No participation data are yet available.

FOLLOW THROUGH[87]

Authorization

The Follow Through Act: Subchapter C, Chapter 8, Subtitle A, Title VI of the Omnibus Budget Reconciliation Act of 1981, as amended by the Human Services Reauthorization Act of 1986; authorized through FY 1990.

Program Description

This program is administered by the Office of Elementary and Secondary Education, the U.S. Department of Education (ED). The follow through program provides grants for research, demonstrations, and technical assistance regarding innovative approaches in the education of disadvantaged children enrolled in kindergarten and grades 1-3 of elementary school. At least 60 percent of the children served by a follow through program must be from low income families,[88] and at least 60 percent must have participated previously in head start or another, similar preschool program for disadvantaged children.

Follow through programs must:

(1) provide for active parental involvement in educational activities;

(2) implement innovative educational approaches specifically designed to meet the special educational needs of children from low income families;

(3) provide health, nutritional, social, and other support services to participating children; and

(4) demonstrate and assess the effects of the program and its services.

Follow through programs generally are conducted in a single school per grantee. The maximum Federal share of program costs is generally 80 percent. Local programs must provide for participation by eligible children who attend private schools.

Funding

Follow through grants are made on a discretionary basis by the U.S. Secretary of Education. Two types of awards are made: (1) grants to local educational agencies, which may or may not be affiliated with a sponsor organization, and (2) grants to sponsor organizations. Sponsor organizations are institutions of higher education, regional educational laboratories, and other public or private nonprofit organizations that develop and provide technical assistance related to innovative methods of instructing disadvantaged children in the early elementary grades.

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[87] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

[88] Grantees may select from among a range of measures of low income-- such as eligibility for free or reduced price school meals, or receipt of aid to families with dependent children (AFDC) payments--to determine whether this criterion is met.

Between 1972-73 and 1987-88, follow through grants were made only as continuation awards to previous grant recipients. This resulted from an assumption that the program was to be gradually terminated, with its purposes consolidated into the education block grant authorized by chapter 2 of the Education Consolidation and Improvement Act.[89] However, beginning with grants for school year 1988-89, after adoption of the authorization extension in the 1986 amendments to the Follow Through Act and subsequent regulations (*Federal Register*, Oct. 19, 1987, p. 38852-38861), there has been an open competition for follow through assistance, not limited to former grantees.

Federal Funding Amounts (Appropriations)

FY 1981:	$26.2 million
FY 1984:	$14.8 million
FY 1988:	$ 7.1 million
FY 1989:	$ 7.3 million

Participation Data

FY 1984:	30,000 children
FY 1988:	12,500 children

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[89] Chapter 2 was enacted in the Omnibus Budget Reconciliation Act of 1981 (OBRA). Even before adoption of chapter 2 in 1981, it had been ED policy that the purposes of the follow through program had been met and that the program should be terminated; however, there was no explicit statutory confirmation of this determination. The OBRA of 1981 did provide for the termination of follow through's authorization as a separate program over a 4-year period. Nevertheless, the follow through program has continued to be authorized and funded, albeit at a level substantially below that of the late 1970s.

SPECIAL PROGRAMS FOR STUDENTS FROM DISADVANTAGED BACKGROUNDS (TRIO)[90]

Authorization

Title IV, Part A, Subpart 4 of the Higher Education Act of 1965, as amended; authorized through FY 1991.

Program Description

The special programs for students from disadvantaged backgrounds, more commonly known as the TRIO programs, consist of the talent search program, upward bound program, student support services program, educational opportunity centers program, Ronald E. McNair post-baccalaureate achievement program, and staff training activities.

Only two of the programs explicitly serve individuals below 18 years of age--the talent search and upward bound programs. Talent search participants must have completed 6 years of elementary education *or* be at least 12 years old but not more than 27. Upward bound participants must have completed 8 years of elementary education *and* be at least 13 years of age but not older than 19. These two programs are to serve disadvantaged youth with potential for success in postsecondary education. Authorized services for the talent search program include identifying talented youth, encouraging them to complete high school and enter postsecondary education, and tutoring. The upward bound projects may provide instruction in subjects necessary for postsecondary success, assistance in high school course selection, counseling, tutoring, exposure to cultural events, activities showing career options, instruction for careers in which disadvantaged youth are underrepresented, and on-campus residential programs. These programs are conducted by institutions of higher education, and other agencies or organizations. Most eligible beneficiaries must come from low-income families and be the first generation in their families to go to college. The U.S. Department of Education administers this program.

Funding

These are discretionary grant programs; funds are awarded competitively to eligible recipients. No match is required.

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[90] Prepared by Jim Stedman, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

	Talent search	Upward bound
FY 1981:	$17.1 million	$66.5 million
FY 1984:	$17.6 million	$70.8 million
FY 1988:	$22.2 million	$80.4 million
FY 1989:	$26.2 million	$92.0 million

Funds are for all persons served, not just those under age 18.

Participation Data

	Talent search	Upward bound
FY 1984:	190,800	32,600
FY 1988:	185,900	30,800

Data include participants who may be 18 years of age or older.

GIFTED AND TALENTED CHILDREN[91]

Authorization

Jacob K. Javits Gifted and Talented Students Education Act of 1988; authorized through FY 1993.

Program Description

Under the Act, grants and contracts are made on a discretionary basis by the U.S. Secretary of Education to a wide variety of educational agencies and organizations for activities intended to meet the special educational needs of gifted and talented students. Activities for which funds may be used include personnel training, establishment and operation of model programs, technical assistance, research, and program evaluation. Provision is to be made for equitable participation by nonpublic school pupils and teachers in all supported activities. In making grants, the Secretary must give highest priority to programs intended to identify and serve gifted and talented students who might not be identified by traditional means (such as the economically disadvantaged), and programs that will improve the capacity of a region or State to serve gifted and talented students.

The Act also provides for the establishment of a National Center for Research and Development in the Education of Gifted and Talented Children and Youth. This Center is to be established through a grant or contract to one or more higher education institutions or State educational agencies.

Funding

The program is a discretionary grant program with no State matching requirement.

Federal Funding Amounts (Appropriations)

FY 1989: $7.9 million

Participation Data

Data are not available since initial grants were awarded in FY 1989.

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[91] Prepared by Steven R. Aleman, Education and Public Welfare Division.

WOMEN'S EDUCATIONAL EQUITY[92]

Authorization

Women's Educational Equity Act; authorized through FY 1993.

Program Description

Under the Act, grants and contracts are made by the U.S. Secretary of Education to organizations or individuals to develop materials, initiate model training programs, conduct research, provide guidance and counseling activities, and provide other educational activities and programs that promote educational equity for women and girls in the United States. Programs are aimed at elementary and secondary school students.

Funding

The program is a discretionary grant program with a matching requirement only for projects of local significance.

Federal Funding Amounts (Appropriations)

FY 1981:	$8.1 million
FY 1984:	$5.8 million
FY 1988:	$3.4 million
FY 1989:	$2.9 million

Participation Data

Participation data are not available.

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[92] Prepared by Steven R. Aleman, Education and Public Welfare Division.

DRUG-FREE SCHOOLS AND COMMUNITIES ACT[93]

Authorization

Title V of the Elementary and Secondary Education Act of 1965 as amended; authorized through FY 1993.

Program Description

The Drug-Free Schools and Communities Act authorizes grants to support alcohol and drug abuse education activities in schools and communities. The Act authorizes State and local grants, grants for development and distribution of audiovisual materials, grants for institutions of higher education, programs for Indian youth and for Native Hawaiians, grants for regional training centers, and educational personnel training, as well as Federal activities carried out by the U.S. Department of Education.

Grants to States are divided between the Office of the Governor and the State educational agency (SEA). The Governor provides financial support for substance abuse efforts carried by community-based organizations and for demonstration programs aimed at high-risk youth. Each SEA allots funds to local educational agencies to improve anti-substance abuse education, prevention, early intervention, and rehabilitation referral programs.

Funding

Most of the funds are distributed among States based on the population aged 5-17. Other amounts are set aside for specific groups and activities listed above, as well as for teacher training.

Of the amount allocated to States, 30 percent is awarded to the Governor who may grant the funds for a variety of community projects. The other 70 percent goes to the SEA which in turn awards most of the funds to local and intermediate educational agencies for community-based programs. No match is required.

Federal Funding Amounts (Appropriations)

FY 1988: $229.8 million ($191.5 million in grants to States)
FY 1989: $354.5 million ($287.7 million in grants to States)

The program began in FY 1987.

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[93] Prepared by Ed Klebe, Education and Public Welfare Division.

Participation Data

The program is designed to reach every school child in the U.S.; however, no specific data are available.

VOCATIONAL EDUCATION: BASIC STATE GRANTS[94]

Authorization

Carl D. Perkins Vocational Education Act; authorized through FY 1990.

Program Description

According to an approved State plan, grants to States support program administration, vocational education for special populations, and program improvement. Up to 7 percent of each grant may be spent for administration; 57 percent of the remainder must be spent for special populations and 43 percent for the support of vocational education program improvement, innovation, and expansion. Special populations include: the handicapped, the disadvantaged, adults in need of training and retraining, single parents and homemakers, participants in programs to eliminate sex bias and stereotyping, and criminal offenders in correctional institutions. Excluding funds used for administration, 80 percent of each State grant must be allocated to local recipients. The U.S. Department of Education administers this program.

Funding

Grants are allotted by formula to States in proportion to populations in three age cohorts (15-19, 20-24, and 25-65), with an adjustment so that States with per capita incomes below average receive increased allotments, and with no State receiving less than 0.5 percent of the total allocation. The Federal share is limited to 50 percent for most activities, but may be as high as 100 percent for programs for single parents, the elimination of sex bias, criminal offenders, and sex equity coordination.

Federal Funding Amounts (Appropriations)

FY 1981: $612.5 million
FY 1984: $666.6 million
FY 1988: $798.7 million
FY 1989: $825.6 million

Funds are for youth and adults.

Participation Data

Participation data are not available.

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[94] Prepared by Paul Irwin, Education and Public Welfare Division.

CONSUMER AND HOMEMAKING EDUCATION[95]

Authorization

Carl D. Perkins Vocational Education Act; authorized through FY 1990.

Program Description

States use these funds for vocational education programs to prepare youth and adults for the occupation of homemaker. Projects include instruction in the areas of food and nutrition, consumer education, family living and parenthood education, child development and guidance, housing, home management, and clothing and textiles. States are encouraged to use funds to serve special-needs populations, to eliminate sex bias and stereotyping, and to provide ancillary services to ensure the quality and effectiveness of consumer and homemaking programs. One-third of each State allocation must be used in economically depressed areas or in areas with high rates of unemployment. The U.S. Department of Education administers this program.

Funding

Grants are allotted by formula to States in proportion to populations in three age cohorts (15-19, 20-24, and 25-65), with an adjustment so that States with per capita incomes below average receive increased allotments, and with no State receiving less than 0.5 percent of the total allocation. Matching is not required.

Federal Funding Amounts (Appropriations)

FY 1981: $43.5 million
FY 1984: $31.6 million
FY 1988: $32.8 million
FY 1989: $33.1 million

Funds are for youth and adults.

Participation Data

Participation data are not available.

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[95] Prepared by Paul Irwin, Education and Public Welfare Division.

VOCATIONAL EDUCATION: PROGRAMS FOR COMMUNITY-BASED ORGANIZATIONS[96]

Authorization

Carl D. Perkins Vocational Education Act; authorized through FY 1990.

Program Description

States use these grants to support projects operated jointly by eligible local recipients (local educational agencies and institutions of higher education) and community-based organizations. These projects provide a variety of vocational education services to economically or educationally disadvantaged youth and adults, as well as handicapped persons, with special consideration given to severely disadvantaged youth aged 16-21. Services may include outreach programs, transitional services, prevocational preparation, career intern programs, special programs for the disadvantaged, guidance and counseling, and placement services. The U.S. Department of Education administers this program.

Funding

Grants are allotted by formula to States in proportion to populations in three age cohorts (15-19, 20-24, and 25-65), with an adjustment so that States with per capita incomes below average receive increased allotments, and with no State receiving less than 0.5 percent of the total allocation. Matching is not required.

Federal Funding Amounts (Appropriations)

FY 1988: $6.8 million
FY 1989: $8.9 million

The portion of funds that goes to children is unavailable.

This program was first funded in FY 1986.

Participation Data

Participation data are not available.

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[96] Prepared by Paul Irwin, Education and Public Welfare Division.

DWIGHT D. EISENHOWER MATHEMATICS AND SCIENCE EDUCATION ACT[97]

Authorization

Title II, Part A, Elementary and Secondary Education Act of 1965, as amended; appropriations authorized through FY 1993.

Program Description

Administered by the U.S. Department of Education, this program allocates funds for the improvement of science and mathematics instruction at the elementary and secondary school level. Each State's allocation is divided between elementary and secondary education activities and higher education activities. Elementary and secondary education activities include improving teacher training, recruiting and retraining minorities to be math and science teachers, training teachers in how to use technology within a math and science program, integrating higher order thinking skills in the math and science curriculum, and supporting relevant projects by individual teachers. In addition, the U.S. Secretary of Education is provided with funds to conduct national programs to improve math and science education.

Funding

This is a formula grant program. No State matching funds are required. A portion of the annual appropriation is reserved for the outlying areas, Indian students, and for national programs administered by the U.S. Secretary of Education. The remainder is distributed among the States on the basis of total population aged 5-17 and each State's share of Federal chapter 1 allocations. Seventy-five percent of the State allocation is for elementary and secondary activities. Ninety percent of this amount is distributed directly to local educational agencies on the basis of total public and private school enrollments and the number of low-income children.

Federal Funding Amounts (Appropriations)

FY 1988: $119.7 million
FY 1989: $137.3 million

Figures include funds for postsecondary education.

The program was first funded for FY 1985.

Participation Data

Participation data on children are not available.

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[97] Prepared by Jim Stedman, Education and Public Welfare Division.

LAW-RELATED EDUCATION PROGRAM[98]

Authorization

Elementary and Secondary Education Act of 1965, Title I, Chapter 2, Federal, State, and Local Partnership for Educational Improvement; authorized through FY 1993.

Program Description

The program provides students with knowledge and skills pertaining to the law, the legal process, the legal system, and the fundamental principles and values on which these are based. Funds are used to implement model programs in the classroom and to develop, test, demonstrate and disseminate model approaches or techniques relevant to law-related education. Specific funding priorities for this program are established annually by the U.S. Secretary of Education. Eligible recipients include State and local educational agencies or other public or private agencies, organizations, or institutions. The U.S. Department of Education administers this program.

Funding

Competitive grants are awarded to recipients under discretionary authority of the U.S. Secretary of Education. Matching is not required.

Federal Funding Amounts (Appropriations)

FY 1981:	$1.0 million
FY 1984:	$1.0 million
FY 1988:	$3.8 million
FY 1989:	$4.0 million

Funds are for youth and adults.

Participation Data

Students of all ages are eligible to benefit from this program; however, participation data are not available.

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[98] Prepared by Paul Irwin, Education and Public Welfare Division.

ARTS IN EDUCATION PROGRAM[99]

Authorization

Elementary and Secondary Education Act of 1965, Title I, Chapter 2, Federal, State, and Local Partnership for Educational Improvement; authorized through FY 1993.

Program Description

Grants support elementary and secondary school arts programs and demonstration programs for the involvement of handicapped persons in the arts. Two awards are provided--one to the John F. Kennedy Center for the Performing Arts and the other to the Very Special Arts program. The Kennedy Center supports the Alliance for Arts Education, a network of State committees to integrate arts into basic education programs, as well as programs for children and youth, the American College theater festival, and the National Symphony Orchestra education program. These programs allow youth to attend and participate in live performances. The Very Special Arts program integrates the arts into the general education of disabled children and the lives of disabled adults through performances, workshops, technical assistance, and training. The U.S. Department of Education administers this program.

Funding

Funds are allocated to the two organizations described above, according to statute. Matching is not required.

Federal Funding Amounts (Appropriations)

FY 1981:	$2.0 million
FY 1984:	$2.1 million
FY 1988:	$3.3 million
FY 1989:	$3.5 million

The portion of funds that goes to children is unavailable.

Participation Data

FY 1984:	0.7 million
FY 1988:	3.2 million

Data are for both children and adults.

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[99] Prepared by Paul Irwin, Education and Public Welfare Division.

INEXPENSIVE BOOK DISTRIBUTION PROGRAM[100]

Authorization

Elementary and Secondary Education Act of 1965, Title I, Chapter 2, Federal, State, and Local Partnership for Educational Improvement; authorized through FY 1993.

Program Description

Through a contractor, Federal funds support the purchase of inexpensive books that are offered through local community programs to children from low-income families to motivate them to read. A survey of participants found that the program represented the only source of books that most participating children had in their homes, that it stimulated greater involvement by parents in their children's reading activities, and that it has a beneficial impact on school-community relations. The purchase and distribution of books is carried out through about 3,000 subcontracts to local, volunteer community associations. The U.S. Department of Education administers this program through a contract with Reading Is Fundamental, Inc.

Funding

All funds are allotted by contract to Reading is Fundamental, Inc., as required by statute. The Federal share of the costs of books purchased by a subcontractor is 75 percent, except that the share is 100 percent with respect to books purchased for children of migrant or seasonal farmworkers.

Federal Funding Amounts (Appropriations)

FY 1981: $5.9 million
FY 1984: $6.5 million
FY 1988: $7.7 million
FY 1989: $8.4 million

Participation Data

FY 1984: 2.2 million children
FY 1988: 2.0 million children

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[100] Prepared by Paul Irwin, Education and Public Welfare Division.

IMPACT AID[101]

Authorization

P.L. 81-874 and P.L. 81-815 relating to financial assistance for local school districts in areas adversely affected by Federal activities; authorized through FY 1993 by the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988.

Program Description

The impact aid program provides financial assistance to local school districts where action by the Federal Government has caused a financial burden to the district. This burden can be the removal of land from the local tax base for a tax-exempt Federal facility, the sudden influx of children into the school district due to the opening of a Federal facility, or some combination of both. These school districts are often near Indian reservations, federally subsidized low-rent housing sites, or military bases or other defense-related installations. Impact aid funds are intended to offset the financial burden of this Federal presence on nearby local school districts.

Financial assistance primarily takes the form of per-pupil payments based partially on the amount the local school district contributes to a pupil's educational costs. Payments also vary according to the pupil's living circumstance (i.e., whether his or her parents live and/or work on Federal property) and educational needs. Since this program, in recent years, has not received its full authorized amount, the annual appropriations language specifies the payment levels that school districts receive under the law.

The impact aid program is administered by the Division of Impact Aid, the U.S. Department of Education, in cooperation with local educational agencies (LEAs).

Funding

The impact aid program under P.L. 81-874 (school maintenance and operation) provides financial assistance primarily through formula grants to public elementary and secondary school districts in federally affected areas. The impact aid program under P.L. 81-815 provides financial assistance usually through direct grants tc LEAs for the construction and repair of school facilities for federally-connected children. Neither program requires matching funds.

Section 3 of P.L. 81-874 accounted for approximately 95 percent of the total FY 1989 impact aid appropriation. LEAs are eligible to receive section 3 assistance if they enroll at least 400 federally-connected children, or have at least 3 percent of their total number of students in average daily attendance comprised of federally-connected children. Each school district's section 3 payment essentially represents a percentage of its local contribution rate, which is defined as the average amount of current educational expenditures derived from local revenue sources. The payment rates differ depending on the type of federally-connected child. The payment rate for 3(a) children is 100 percent. The payment rate for 3(b) children is 25 percent. The higher rate for section 3(a) children reflects the fact that their parents live *and* work on Federal property, which is not subject to local taxation; the lower rate for section 3(b) students reflects the fact that their parents live *or* work on such non-taxable Federal property resulting in less of a local revenue loss.

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[101] Prepared by Rick Apling, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981:	$681.8 million
FY 1984:	$600.3 million
FY 1988:	$708.5 million
FY 1989:	$733.1 million

Participation Data

FY 1984: Approximately 2,200 LEAs, enrolling about 2 million federally-connected students, received impact aid assistance.

FY 1988: Approximately 2,700 LEAs, enrolling about 2 million federally-connected students, received impact aid assistance.

SECRETARY'S FUND FOR INNOVATION IN EDUCATION[102]

Authorization

Title IV, Part F of the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

This program is administered by the Office of Elementary and Secondary Education, the U.S. Department of Education. The Secretary's fund for innovation in education authorizes the U.S. Secretary of Education to award funds for activities that develop innovative educational approaches. In addition to this general authority, specific authorization is provided for five types of innovative educational programs:

(1) optional tests for academic excellence to identify outstanding eleventh grade students;

(2) technology education to develop materials and train teachers in educational television, radio programming, telecommunications, and video resources;

(3) computer-based instruction programs authorizing computer hardware and software acquisition and teacher training;

(4) programs for the improvement of comprehensive school health education; and

(5) support for schools offering alternative curricula to improve students' academic skills and contribute to desegregation in school districts with minority enrollment of at least 65 percent.

Funding

Grants are made at the discretion of the U.S. Secretary of Education. Under the authorizing statute, the program areas in which grants may be made are also determined by the Secretary; however, in practice, the appropriations legislation typically specifies these areas for much of the funds made available. For example, of the $11,150,000 appropriated for FY 1989, the conference report accompanying the appropriations statute required that $4,940,000 be devoted to grants in computer-based instruction and $2,964,000 be for comprehensive school health education. The FY 1989 funds appropriated for the Secretary's fund for innovation in education were actually used only for these two programs, plus the Secretary's general authority to support innovative educational activities. No FY 1989 funds were used for optional tests for academic excellence or alternative curriculum schools.[103]. There are no matching requirements for these programs.

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[102] Prepared by Wayne Clifton Riddle, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1989: $11.1 million (plus an additional $4.5 million from other accounts)

The program began in FY 1989.

Participation Data

No participation data are yet available.

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[103] An additional constraint is that funds cannot be appropriated for alternative curriculum schools unless appropriations for ESEA title III, Magnet Schools, are at least $165,000,000.

STAR SCHOOLS PROGRAM[104]

Authorization

Title IX, Education for Economic Security Act; appropriations authorized through FY 1992.

Program Description

Administered by the U.S. Department of Education, this program supports telecommunications partnerships that use telecommunications facilities and instructional programming to improve instruction at the elementary and secondary school level in mathematics, science, vocational education, and other subjects. Funds can be used to develop, construct, and acquire telecommunications facilities, and to develop and acquire instructional programming. Not less than 25 percent of the annual appropriation must support instructional programming. An eligible partnership consists of a public agency established for the purpose of using telecommunications networks to improve education, or a partnership involving three or more of the following: a local educational agency with a significant number of schools eligible for Federal chapter 1 assistance for educationally disadvantaged students, a State educational agency, a State higher education agency, a higher education institution, a teacher training center, or an agency with experience in operating telecommunications networks. Partnerships must be organized on a State or multistate basis. To be funded, partnerships must provide assurances that a significant portion of their facilities and activities will be made available to school districts with high portions of educationally disadvantaged students. In addition, at least 50 percent of the overall program's funds in any fiscal year must be used for school districts eligible for chapter 1 assistance.

Funding

This is a discretionary grant program; funds are awarded competitively to eligible recipients. A 25 percent nonfederal match is required.

Federal Funding Amounts (Appropriations)

FY 1988: $19.1 million
FY 1989: $14.4 million

The program was first funded in FY 1988.

Participation Data

Participation data on children are not available.

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[104] Prepared by Jim Stedman, Education and Public Welfare Division.

MAGNET SCHOOLS ASSISTANCE[105]

Authorization

Title III, Elementary and Secondary Education Act of 1965, as amended; appropriations authorized through FY 1993.

Program Description

Administered by the U.S. Department of Education, this program provides funding to so-called magnet schools. These are schools with some distinctive curricular, pedagogical, or other feature that serves to attract students from different racial and ethnic backgrounds. The purposes of this program are to address minority group isolation in schools, and to support instruction within magnet schools that will strengthen students' academic knowledge and their marketable vocational skills. Only local educational agencies (LEAs) currently implementing a desegregation plan ordered by a court or State official, or agreeing to adopt a desegregation plan, can receive assistance under this program. Funds can be used by LEAs for planning and promotional activities related to academic programs at magnet schools, acquiring instructional equipment necessary for magnet school programs, and paying the salaries of State certified teachers who conduct programs in magnet schools. To be eligible to receive funds, LEAs must agree to certain nondiscrimination provisions. No individual award can exceed $4 million in any fiscal year.

Funding

This is a discretionary grant program; funds are awarded competitively to eligible recipients. There is no matching requirement.

Federal Funding Amounts (Appropriations)

FY 1988: $ 71.8 million
FY 1989: $113.6 million

The program was first funded for FY 1985.

Participation Data

Participation data on children are not available.

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[105] Prepared by Jim Stedman, Education and Public Welfare Division.

FUND FOR THE IMPROVEMENT AND REFORM OF SCHOOLS AND TEACHING (FIRST)[106]

Authorization

Title III, Part B, Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988; authorized through FY 1993.

Program Description

The FIRST is administered by the U.S. Department of Education and authorizes two kinds of awards--grants for schools and teachers, and grants for family-school partnerships. Grants for schools and teachers are provided to State and local educational agencies, higher education institutions, and individual schools, among others, to improve the performance of teachers and students. Eligible activities include helping educationally disadvantaged or "at risk" students meet increased academic standards; providing incentives for improved educational performance; promoting ties among school personnel, families, and the local community; improving the status of teachers; refocusing school resources to better serve children: increasing the number and quality of minority teachers; improving teacher certification procedures; and encouraging pride in schools. Grants for family-school partnerships are awarded to local educational agencies eligible to receive assistance for educationally disadvantaged students under chapter 1, title I, of the Elementary and Secondary Education Act of 1965, as amended. Among the activities that recipients can undertake are training family members and educational staff to work cooperatively; evaluating the effectiveness of current activities intended to involve families in the schools; developing new school practices to address the changing demographics of students and families; and developing educational materials for home use.

Funding

This is a discretionary grant program; funds are awarded competitively to eligible recipients. There is no matching requirement.

Federal Funding Amounts (Appropriations)

FY 1989: $5.9 million

The program was first funded for FY 1989.

Participation Data

Participation data on children are not available.

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[106] Prepared by Jim Stedman, Education and Public Welfare Division.

ALLEN J. ELLENDER FELLOWSHIPS[107]

Authorization

Title IV-C of the Elementary and Secondary Education Act; authorized through FY 1993.

Program Description

The Ellender fellowship program was authorized as a memorial to the late Senator Allen J. Ellender of Louisiana. Under the program, grants are made to the Close-Up Foundation of Washington, D.C., to enable economically disadvantaged secondary students and their teachers to participate in Foundation programs. The Foundation provides educational programs on Federal Government activities and public affairs, usually bringing participants to Washington, D.C., for this purpose.

The Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988 authorized additional fellowships for older Americans and recent immigrants. However, no funds may be used to serve these groups unless at least $2.5 million are appropriated for fellowships to students and teachers.

Funding

The U.S. Department of Education (ED) provides grants to the Close-Up Foundation for the purpose of awarding Ellender fellowships. Fellowship recipients are chosen by the Foundation. In addition to Federal appropriations, the Foundation is supported by charitable contributions from public and private organizations, and from tuition from participants whose families can afford to pay. In FY 1987, ED estimated that approximately one-quarter of seminar participants received Ellender fellowships. The fellowships paid approximately one-third of recipients' costs of attendance. The remainder was paid by public and private matching funds provided by the localities wherein the teachers and students lived.

Federal Funding Amounts (Appropriations)

FY 1981:	$1.0 million
FY 1984:	$1.5 million
FY 1988:	$2.4 million
FY 1989:	$3.0 million[a]

[a] Figure includes $500,000 for fellowships to older Americans and recent immigrants, as well as funds for students and teachers.

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[107] Prepared by Kenneth Redd, Education and Public Welfare Division.

Participation Data

FY 1983: 2,000 (est.) students and teachers
FY 1989: 6,200 (est.) students and teachers

DEPARTMENT OF DEFENSE DEPENDENTS SCHOOLS[108]

Authorization

Defense Dependent's Education Act of 1978; permanently authorized.

Program Description

The U.S. Department of Defense (DOD) administers a world-wide system of schools for dependents of DOD personnel stationed outside of the United States and its possessions. Referred to as the Department of Defense Dependent Schools (DODDS), the system operates approximately 270 tuition-free schools that offer instruction in grades kindergarten through 12 for minor dependents of DOD military and civilian personnel on official overseas assignments. Funded through the DOD annual appropriation, these schools are administered through five regional offices scattered throughout the world and operate in 20 nations.

DODDS enrolls children other than dependents of DOD personnel on a space available basis with a tuition charge. In enrolling tuition students, first preference is to be given to dependents of non-DOD Federal employees of the United States who are assigned to the area and to children of employees of firms that have contracts with DOD.

For students living in areas not served by DODDS, the program provides either dormitory housing at its schools in other areas or, through contracts, enrollment in an English-speaking school near the student's place of residence.

Funding

Funding for DODDS is based on the estimated number of students projected to be attending the schools.

Federal Funding Amounts (Obligations for Operations and Maintenance)

FY 1981:	$382 million
FY 1984:	$512 million
FY 1988:	$774 million
FY 1989:	$821 million

Figures shown exclude construction.

Participation Data

FY 1984:	147,000 enrolled students
FY 1988:	156,000 enrolled students

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[108] Prepared by Steven R. Aleman, Education and Public Welfare Division.

TRAINING FOR ECONOMICALLY DISADVANTAGED ADULTS AND YOUTH[109]

Authorization

Title II-A of the Job Training Partnership Act (JTPA); permanently authorized.

Program Description

Funds are provided to States and localities to provide employment-related training to economically disadvantaged adults and youth. Eligible activities include remedial education, on-the-job training in the public and private sectors, a limited amount of subsidized employment for youth, work experience, and a limited amount of supportive services. The program is administered by the Employment and Training Administration, the U.S. Department of Labor (DOL). Of funds received by local areas, 40 percent must be spent on services to eligible youth, aged 16-21.

Funding

DOL allocates funds to States according to a three-part formula, based on unemployment and poverty. States keep 22 percent of the funds for statewide activities and allocate the remainder, according to the same three-part formula, to local service delivery areas. No match is required except for a limited amount of the State funds set aside for education coordination activities.

Federal Funding Amounts (Appropriations)

FY 1981: $2.1 billion (Comprehensive Employment and Training Act)
FY 1984: $1.9 billion
FY 1988: $1.8 billion
FY 1989: $1.8 billion

Figures indicate total program spending on services to both adults and youth.

Participation Data

FY 1984: 283,200 individuals younger than 22, of which exactly half were younger than 19

FY 1987: 326,606 individuals younger than 22, of which 207,116 were younger than 19

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[109] Prepared by Karen Spar, Education and Public Welfare Division.

JOB CORPS[110]

Authorization

Title IV-B, Job Training Partnership Act; permanently authorized.

Program Description

The Employment and Training Administration, the U.S. Department of Labor (DOL), contracts directly with private and public organizations to operate job corps centers, which are residential programs providing intensive remedial education and skill training for economically disadvantaged individuals, aged 14-21, whose home environments are extremely disruptive and who could benefit from a residential program.

Funding

Funds are provided from DOL to job corps sponsors through contracts. No match is required.

Federal Funding Amounts (Appropriations)

FY 1981: $561.0 million (Comprehensive Employment and Training Act)
FY 1984: $599.2 million
FY 1988: $716.1 million
FY 1989: $741.8 million

Participation Data

FY 1984: 100,000 individuals aged 14-21
FY 1988: 67,000 individuals aged 14-21 (est.)

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[110] Prepared by Karen Spar, Education and Public Welfare Division.

SUMMER YOUTH EMPLOYMENT AND TRAINING PROGRAM[111]

Authorization

Title II-B of the Job Training Partnership Act; permanently authorized.

Program Description

Localities use funds provided under this program for employment and training activities, during the summer months, for economically disadvantaged 14- to 21-year-olds. Remedial education also is provided. The program is administered by the Employment and Training Administration, the U.S. Department of Labor.

Funding

The Federal Government allocates funds to States according to a three-part formula based on unemployment and poverty. States in turn allocate funds to local service delivery areas according to the same formula. No match is required.

Federal Funding Amounts (Appropriations)

FY 1981: $839.0 million (Comprehensive Employment and Training Act)
FY 1984: $824.5 million
FY 1988: $718.1 million
FY 1989: $709.4 million

Participation Data

FY 1984: 768,000 individuals aged 14-21
FY 1988: 604,000 individuals aged 14-21 (est.)

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[111] Prepared by Karen Spar, Education and Public Welfare Division.

HEALTH PROGRAMS

MEDICAID[112]

Authorization

Title XIX of the Social Security Act; permanently authorized.

Program Description

Medicaid is a Federal-State matching program providing medical assistance for certain low-income persons who are aged, blind, disabled, or members of families with dependent children. At the Federal level the program is administered by the Health Care Financing Administration in the U.S. Department of Health and Human Services. However, each State designs and administers its own program within broad Federal guidelines. As a result, there is substantial variation among States in persons covered, services offered, and amount of payment for services.

Eligibility for medicaid benefits has traditionally been linked to actual or potential receipt of cash assistance under either of two programs: aid to families with dependent children (AFDC), and supplemental security income (SSI) for the aged, blind, and disabled. Recently States have been given the option to extend medicaid to other low-income groups. Coverage of some of these new populations was made mandatory by legislation enacted in 1988 and 1989.

All States must cover the *categorically needy*. These include all persons receiving AFDC and, in most States, persons receiving SSI. States must also cover as categorically needy a number of groups that are not receiving AFDC or SSI. The following are among the more important of these groups:

-- Certain persons whose family income and resources are below AFDC standards but who fail to qualify for AFDC for other reasons, such as family structure. These include pregnant women, as well as children born on or after October 1, 1983, up to age 7.

-- Families losing AFDC benefits as a result of increased employment income or working hours or increased child or spousal support payments. States must continue coverage for these families for various periods, depending on the reason for the loss of AFDC benefits.

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[112] Prepared by Mark Merlis, Education and Public Welfare Division.

In addition to the mandatory groups, there are several optional groups that States may elect to treat as categorically needy for medicaid purposes. These include families with unemployed parents and "Ribicoff children" in families with income below AFDC standards; these are children whom the State is not required to cover but who are under a maximum age set by the State, which may be 18, 19, 20, or 21. Finally, States may cover disabled children who are not in an institution but who would be eligible if they were in an institution. In addition to groups that States must cover, there are a number of additional groups that States may cover.

Thirty-nine States and other jurisdictions also provide medicaid to the *medically needy*. These are persons whose income or resources exceed the standards for the cash assistance programs but who meet a separate medically needy financial standard established by the State and also meet the non-financial standards for categorical eligibility (such as age, disability, or being a member of a family with dependent children). The separate medically needy income standard may not exceed 133.3 percent of the maximum AFDC payment for a household of similar size. Persons may qualify as medically needy after their incurred medical expenses are deducted from their income or resources. This process is known as "spenddown." It is a frequent route to medicaid eligibility for persons in nursing facilities.

Finally, beginning with the Omnibus Budget Reconciliation Act of 1986 Congress has permitted States to extend medicaid coverage to certain *target populations*, using eligibility standards which are not directly linked to those used in the cash assistance programs. The Act allowed States the option of covering pregnant women and young children and/or aged and disabled persons meeting State-established income standards as high as 100 percent of the Federal poverty level.

The Medicare Catastrophic Coverage Act of 1988 converted the options to mandates for several of the target groups. States were required to phase in coverage of pregnant women, infants under 1 year old, and aged and disabled persons eligible for medicare with family incomes below 100 percent of poverty by July 1, 1990. The Omnibus Budget Reconciliation Act of 1989 modifies and expands this requirement. States must cover pregnant women and children under age 6 with family incomes below 133 percent of poverty by April 1, 1990. States may still choose to extend coverage to these groups faster than the timetable requires. They may also choose to cover 6 and 7 year olds with family incomes below 100 percent of poverty. This option is being phased in on a timetable that ends October 1, 1990, at which time States will be able to cover children through age 7.

The Omnibus Budget Reconciliation Act of 1987 further expanded States' options by allowing coverage, beginning July 1, 1988, of pregnant women and children up to age 1 with incomes less than 185 percent of the Federal poverty level. The State may impose a premium for this coverage, equal to no more than 10 percent of the amount by which the family's income exceeds 150 percent of the poverty level.

Medicaid benefits in all States include inpatient and outpatient hospital services; laboratory and x-ray services; skilled nursing facility (SNF) services for those over age 21; home health services for those entitled to SNF care; family planning services and supplies; rural health clinic services; physician services; certified nurse midwife services; nurse practitioner services; and services of federally funded clinics. States may also choose to provide a wide range of optional services. Among the more important of these are prescription drugs and care in intermediate care facilities (ICFs) and intermediate care facilities for the mentally retarded (ICFs-MR).

States are also required to furnish early and periodic screening, diagnosis, and treatment (EPSDT) services to categorically needy beneficiaries under age 21. (Members of the "target populations" described above are categorically needy for this purpose.) EPSDT services include periodic health screenings and services necessary to treat conditions identified in those screenings. States must provide needed services to EPSDT participants (such as dental, optical, and hearing care) even if the services are not ordinarily covered for other medicaid beneficiaries. States must also develop an outreach program to inform eligible beneficiaries that EPSDT services are available and assist in scheduling and transportation.

Funding

The Federal Government's share of medicaid is tied to a formula which is inversely related to the per capita income of the State. Current Federal matching rates range from 50 to 80 percent. Administrative costs are generally matched at 50 percent except for certain items which are subject to a higher matching rate.

Funding Amounts (Combined Federal and State Outlays)

	Dependent children under 21	"Other" beneficiaries[a]
FY 1981:	$3.5 billion	$0.6 billion
FY 1984:	4.0 billion	0.7 billion
FY 1988:	5.8 billion	1.2 billion

[a] The "other" category primarily includes "Ribicoff children"--children under age 21 (or, at State option age 20, or 19, or 18) who do not meet the definition of a dependent child under AFDC, but whose income and resources fall within a State's AFDC limits. Data on Federal dollars only not available for children.

Later data are not available.

Participation Data[a]

	Dependent children under 21	"Other" beneficiaries[b]
FY 1984:	9.7 million	1.2 million
FY 1988:	10.0 million	1.3 million

[a] Counts are of beneficiaries on whose behalf a medicaid claim was paid during the course of a year. This does not include all persons enrolled in the program during the year, and may include persons whose enrollment ended before the start of the year but for whom a late claim was paid during the year.

[b] The "other" category primarily includes "Ribicoff children"--children under age 21 (or, at State option age 20, or 19, or 18) who do not meet the definition of a dependent child under AFDC, but whose income and resources fall within a State's AFDC limits.

MATERNAL AND CHILD HEALTH SERVICES BLOCK GRANT[113]

Authorization

Title V of the Social Security Act; permanently authorized.

Program Description

The maternal and child health (MCH) services block grant provides health services to mothers and children, particularly those with low income or limited access to health services. The purposes of the block grant include reducing infant mortality; reducing the incidence of preventable disease and handicapping conditions among children; and increasing the availability of prenatal, delivery, and postpartum care to low-income mothers. MCH is administered at the Federal level by the Health Resources and Services Administration, the U.S. Department of Health and Human Services (DHHS).

States determine the services to be provided under the block grant. Services can include prenatal care, well-child clinics, immunizations, vision and hearing screening, dental care, and family planning. They may also include inpatient services for crippled children, screening for lead-based poisoning, or counseling services for parents of sudden infant death syndrome victims.

Individual eligibility criteria are set by the States themselves. States are allowed to charge for services provided; however, mothers and children whose incomes fall below the poverty level may not be charged for services.

Funding

Most of the MCH block grant appropriation is allotted among the States. Each State's individual allotment is based on the proportion of total funding it received in FY 1981 for certain categorical programs now consolidated under the block grant. States must contribute $3 of their own funds for each $4 in Federal funds States received.

There are various set asides for the U.S. Secretary of DHHS and the State to fund special projects of regional and national significance, training, research, genetic disease and hemophilia projects, screening of newborns for sickle cell anemia and other genetic disorders, primary care services, and community-based services for children, and for community-based service networks and case management services for children with special health care needs.

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[113] Prepared by Ed Klebe, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $387.4 million
FY 1984: $399.0 million
FY 1988: $526.6 million
FY 1989: $554.3 million

The first year of the MCH block grant was FY 1982. The FY 1981 amount includes funds for the following categorical programs: maternal and child health program, crippled children's program, the emergency maternal and infant care program, special projects, and research and training.

Spending is for children and adults. The percentage of funds that goes to children is not available.

Participation Data

No participation data are available.

COMMUNITY HEALTH CENTERS[114]

Authorization

Section 330 of the Public Health Service Act; authorized through FY 1990.

Program Description

The community health centers (CHC) program supports the operation of health centers which must provide certain primary health care services to residents of medically underserved areas. Specified supplemental health services may also be provided. Although policies vary from center to center, services, in general, are provided to all individuals who seek care.

In order for a center to be eligible for a grant, it must serve a population or area deemed by the Secretary of the U.S. Department of Health and Human Services (DHHS) to be medically underserved.

State or local governments, public or nonprofit private agencies, institutions, or organizations are eligible to apply for a grant under the CHC program. Profit-making organizations are not eligible.

The range of services that may be provided by CHCs includes:

Primary Health Services

- Physician and physician extender services
- Diagnostic laboratory and radiologic services
- Preventive health services (including children's eye and ear examinations to determine the need for vision and hearing correction, prenatal services, well child services and family planning services)
- Emergency medical services

Supplemental Health Services

- Hospital services
- Home health services
- Extended care facility services
- Rehabilitative services
- Mental health services
- Dental services
- Vision services
- Allied health services (by other than doctors and nurses)

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[114] Prepared by Ed Klebe, Education and Public Welfare Division.

- Transportation services
- Preventive dental services
- Pharmaceutical services
- Therapeutic radiologic services
- Ambulatory surgical services
- Health education services

Funding

The Bureau of Health Care Delivery and Assistance in the Health Resources and Service Administration administers the CHC program. Funds for the individual grantees are allocated to the 10 regional offices of DHHS which award the grants to the public and nonprofit entities which operate the CHCs. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1981: $323.7 million
FY 1984: $351.4 million
FY 1988: $395.2 million
FY 1989: $414.8 million

Spending is for all services. The portion of funds spent on services to children is not available.

Participation Data

FY 1988: 5.25 million participants
FY 1989: 5.35 million participants

Approximately one-third of persons receiving medical services in CHCs are children.

PREVENTIVE HEALTH AND HEALTH SERVICES BLOCK GRANT[115]

Authorization

Title XIX, Part A of the Public Health Service Act; authorized through FY 1991.

Program Description

The Preventive Health and Health Services Block Grant authorizes grants to State governments for preventive health and health services programs and activities. States may use allotments under this block grant for:

1. rodent control programs;
2. community- and school-based fluoridation programs;
3. detection and prevention of hypertension;
4. health education and risk reduction programs, including activities designed to deter smoking and the use of alcoholic beverages among children and adolescents;
5. comprehensive public health services;
6. emergency medical services systems;
7. home health services;
8. rape crisis and prevention services;
9. immunization services;
10. serum cholesterol control projects;
11. programs to reduce the incidence of chronic diseases; and
12. preventive programs for screening, diagnosis, and treatment compliance related to uterine and breast cancer.

Eligibility requirements, when appropriate, are determined by States. The Preventive Health and Health Services Block Grant is administered by the Centers for Disease Control of the Public Health Service, the U.S. Department of Health and Human Services.

Funding

Except for a special allotment for rape crisis programs, each State's allotment is based on the proportion of total funding it received in FY 1981 under the formerly categorical programs that were consolidated into the block grant. The rape crisis allotment, which by law must total $3.5 million out of the total block grant appropriation, is distributed to States on the basis of population. No matching is required.

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[115] Prepared by Ed Klebe, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $93.2 million[a]
FY 1984: $87.1 million
FY 1988: $85.2 million
FY 1989: $84.3 million

[a] FY 1981 figure represents combined funding for categorical programs consolidated into the block.

Spending is for all services. The portion of funds spent on services for children is not available.

Participation Data

No participation data are available.

CHILDHOOD IMMUNIZATION[116]

Authorization

Section 317(j)(1) of the Public Health Service Act; authorized through FY 1990.

Program Description

The Center for Disease Control awards grants to State and community health agencies to help them establish and maintain immunization programs for the control of vaccine-preventable childhood diseases, including measles, rubella, poliomyelitis, diphtheria, pertussis (whooping cough), tetanus, and mumps.

Grant funds may be used for costs of planning, organizing, and conducting immunization programs, and for the purchase of vaccine. Grant applicants may receive vaccine or personnel in lieu of cash under the program. The amount of assistance is determined by the U.S. Secretary of Health and Human Services and is based on need and availability.

Funding

State and local agencies may apply for project grant assistance to the appropriate regional office of the U.S. Department of Health and Human Services. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1981: $ 24.1 million
FY 1984: $ 30.5 million
FY 1988: $ 86.2 million
FY 1989: $126.8 million

Participation Data

Data on participants not available. In FY 1989, Federal dollars were used to purchase an estimated 16.2 million doses of vaccine.

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[116] Prepared by Ed Klebe, Education and Public Welfare Division.

EMERGENCY MEDICAL SERVICES FOR CHILDREN[117]

Authorization

Section 1910 of the Public Health Service Act; authorized through FY 1991.

Program Description

The emergency medical services for children (EMSC) demonstration program provides support for projects designed to expand and improve the delivery of emergency medical services to acutely ill or seriously injured children. EMSC funds pre-hospital and hospital programs which provide prompt on-site assessment and treatment of children's emergency conditions and rapid transit to appropriate medical facilities.

The emergency medical services program for children is administered through the Health Resources and Services Administration of the Public Health Service, the U.S. Department of Health and Human Services.

Funding

Funds to support demonstration projects are awarded to State governments and health organizations working with State health agencies by the Health Resources and Services Administration. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1988: $1.9 million
FY 1989: $2.9 million

Spending is for service delivery. All services are for children.

Participation Data

No participation data are available.

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[117] Prepared by Joan Sokolovsky, Education and Public Welfare Division.

FAMILY PLANNING[118]

Authorization

Title X of the Public Health Service Act; funded through FY 1990 (under the authority of the U.S. Departments of Labor, Health and Human Services, and Education Appropriations Act for FY 1990).

Program Description

Title X provides support for family planning clinics, training of family planning personnel, and development and dissemination of family planning and population growth information to all persons desiring such information.

Most title X dollars are awarded by the Office of Family Planning, within the U.S. Department of Health and Human Services (DHHS), directly to family planning clinics. In FY 1989, 4,000 clinics received some title X support. Participating clinics are required to offer a broad range of acceptable and effective methods and services to all persons desiring such services--including natural family planning methods, nondirective counseling services, physical examinations (including cancer detection and laboratory tests), infertility services, pregnancy tests, contraceptive supplies, periodic followup examinations, referral to and from other social and medical service agencies, and ancillary services.

There is no statutorily mandated target population under title X, although regulations require that priority in the provision of clinic services be given to persons from low-income families. Clinics must provide services free of charge to low-income persons, who are defined by Federal regulation as persons whose income does not exceed 100 percent of the poverty level.

Funding

Grants and contracts are available to public or nonprofit private entities to establish and operate family planning clinics. The Office of Family Planning allocates funds to the regional DHHS offices which then determine which family planning projects should be funded. No specific State matching requirements exist for these grants. However, Federal regulations specify that no family planning clinic project grant may be fully supported by title X funds.

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[118] Prepared by Ed Klebe, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $161.0 million
FY 1984: $140.0 million
FY 1988: $139.7 million
FY 1989: $138.3 million

Spending is for children and adults. The percentage of funds that goes to younger persons is not available.

Participation Data

FY 1984: 3.9 million (est.)
FY 1989: 4.3 million (est.)[a]

[a] Approximately one-third are adolescents.

ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH BLOCK GRANT[119]

Authorization

Title XIX, Part B of the Public Health Service Act; authorized through FY 1991.

Program Description

The alcohol, drug abuse, and mental health block grant provides financial assistance to State and territorial governments to support projects for the development of more effective prevention, treatment, and rehabilitation programs and activities to deal with alcohol and drug abuse; and to support community mental health centers for the provision of services for mentally ill persons.

States use block grant funds for programs that support:

1. the maintenance of community health centers;
2. both inpatient and outpatient alcohol and drug detoxification programs and counseling;
3. dissemination of public awareness efforts related to troubled youths and availability of mental health services through articles in educational or mental health publications;
4. alcohol and drug abuse prevention programming including school presentations, classes on responsible decision-making and training programs for teachers;
5. community day treatment programs and residential programs for early identification and entry into treatment; and
6. community outpatient treatment programs for families and youth experiencing difficulties due to alcoholism or drugs.

At the Federal level, the program is administered by the Alcohol, Drug Abuse, and Mental Health Administration of the U.S. Department of Health and Human Services.

Funding

Funds are distributed to States by a formula based on States' proportions of various populations at risk and on States' taxable resources. Of funds received by the State for alcohol and drug abuse activities, at least 35 percent must be used for alcoholism and alcohol abuse services and at least 35 percent for drug abuse services. Of the amount spent by a State for drug abuse services, at least 50 percent must be used for programs of treatment for intravenous drug abuse, with priority given to programs to treat persons infected with AIDS. In addition, of funds available to a State for alcohol and drug abuse services, at least 20 percent must be used for prevention and early intervention programs. No matching is required.

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[119] Prepared by Ed Klebe, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $519.4 million[a]
FY 1984: $462.0 million
FY 1988: $643.2 million
FY 1989: $805.6 million

[a] FY 1981 figure represents combined funding for previously categorical programs consolidated into the block.

Spending is for all services. The portion of funds spent on services for children is not available.

Participation Data

No participation data are available.

HIGH RISK YOUTH DEMONSTRATION GRANT PROGRAM[120]

Authorization

Section 509A of the Anti-Drug Abuse Act of 1986, and as amended by Section 2051 of the Anti-Drug Abuse Act of 1988; authorized through FY 1991.

Program Description

The high risk youth demonstration grant program seeks to encourage the development of model programs geared to the prevention and treatment of drug and alcohol abuse among high risk youth. Projects may seek to reduce risk factors among specific age groups or focus on early intervention among high risk youths. A focus of the program is on early intervention strategies aimed at the targeted population. All funded projects must also include an evaluation component.

A high risk youth is defined as an individual under age 21 who:

1. is the child of a substance abuser;
2. is a victim of child abuse;
3. has dropped out of school;
4. is pregnant;
5. is economically disadvantaged;
6. has committed a violent or delinquent act;
7. has experienced mental health problems; or
8. is disabled.

The program is administered by the Office for Substance Abuse Prevention (OSAP), an agency of the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) of the U.S. Department of Health and Human Services.

Funding

Grants are awarded on a competitive basis to any public or nonprofit private entity. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1988: $23.4 million
FY 1989: $24.5 million

Spending is for services and program evaluation. The program provides services for individuals under age 21.

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[120] Prepared by Joan Sokolovsky, Education and Public Welfare Division.

Participation Data

No participation data are available.

COMMUNITY YOUTH ACTIVITY PROGRAM[121]

Authorization

Section 3521 of the Anti-Drug Abuse Act of 1988; authorized through FY 1993.

Program Description

The community youth activity program is designed to assist States in establishing and evaluating alcohol and other drug abuse prevention services for school-aged youth in communities where the need for such activities is greatest. The program is intended to support community education, training, and recreation projects aimed at youth substance abuse prevention. It has three components:

1. a block grant program for States;
2. a demonstration grant program which is limited to the 50 states, the District of Columbia, and Puerto Rico;
3. contract authority for programs of national significance.

The block grant program is administered by the Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) and is limited to programs designed to prevent drug abuse. The Office of Substance Abuse Prevention (OSAP) of the ADAMHA administers the demonstration grant program and the programs of national significance.

Funding

States are awarded block grants on the basis of their application stating the need for community activities aimed at youth drug abuse prevention and a description of the organizations and activities that will receive funds from the grant. No matching is required. States and contractors apply to OSAP for demonstration grant funds.

Federal Funding Amounts (Appropriations)

FY 1989: $15 million

Spending is for service delivery and program evaluation. All services are geared to school-age youth.

Participation Data

No participation data are available.

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[121] Prepared by Joan Sokolovsky, Education and Public Welfare Division.

DEMONSTRATION GRANT PROGRAM FOR PREGNANT AND POSTPARTUM WOMEN AND THEIR INFANTS[122]

Authorization

Sections 509F and 509G of the Public Health Service Act as authorized by the Anti-Drug Abuse Act of 1988; authorized through FY 1991.

Program Description

The Anti-Drug Abuse Act of 1988 authorized, and appropriated funds for, demonstration grants of national significance for projects, among other things, to educate, prevent, treat, and conduct research on substance abuse by pregnant and postpartum women and their infants. Starting in FY 1989, funds for these demonstrations are administered by two agencies of the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA) of the U.S. Department of Health and Human Services--the National Institute of Drug Abuse (NIDA) and the Office for Substance Abuse Prevention (OSAP) in cooperation with the Office of Maternal and Child Health (OMCH) of the Health Resources and Services Administration (HRSA). NIDA administers a research demonstration program on the effectiveness of providing maternal care in drug abuse treatment to pregnant and postpartum women and their infants. The OSAP/OMCH program focuses on innovative service demonstration projects.

Funding

Funds are awarded on a competitive basis to public and private entities and institutions with no matching requirements.

Federal Funding Amounts (Appropriations)

FY 1989 NIDA: $2.0 million
OSAP: $4.5 million

The portion of funds spent on services for children is not available.

Participation Data

No participation data are available.

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[122] Prepared by Joan Sokolovsky, Education and Public Welfare Division.

PEDIATRIC AIDS HEALTH CARE DEMONSTRATION PROGRAM[123]

Authorization

No specific authorization. Funds first appropriated in the U.S. Department of Health and Human Services Appropriations Act of 1988. The program is currently funded through FY 1990.

Program Description

The pediatric AIDS health care demonstration program provides support for projects designed to serve as models for the coordination of services for child-bearing women and children with AIDS, or who are at risk of contracting AIDS. Projects are intended to:

1. demonstrate effective ways to prevent infection;
2. develop community-based and family-oriented services for infected infants and children;
3. develop programs to reduce the spread of HIV infection to high-risk youths.

The pediatric AIDS demonstration program is administered by the Health Services and Resources Administration of the Public Health Service, the U.S. Department of Health and Human Services.

Funding

Funds are available on a competitive basis to all public and private entities. Applications are reviewed by members of the staff of the U.S. Department of Health and Human Services and a non-governmental committee of experts. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1988:	$4.8 million
FY 1989:	$7.8 million

All spending is for service delivery. Services are for women and children with AIDS, or who are at risk of contracting AIDS.

Participation Data

No participation data are available.

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[123] Prepared by Joan Sokolovsky, Education and Public Welfare Division.

INDIAN HEALTH PROGRAM[124]

Authorization

Snyder Act of 1921; permanently authorized.

Program Description

The Snyder Act authorizes appropriations for certain services for Indians, including services for the "relief of distress and conservation of the health of Indians." The Indian Health Care Improvement Act of 1976 authorized additional funds for specific programs including health manpower, health services, health facilities, and urban health services for Indians. The Indian Health Service (IHS) of the U.S. Department of Health and Human Services administers these Indian health programs at the Federal level. IHS health services include patient care, prenatal and postnatal care, well-baby care, family planning, dental care, immunizations, and health education services. Eligibility includes all those American Indians and Alaska natives living on or near Federal Indian reservations or in traditional Indian reservations or in traditional Indian communities in the "Reservation States" in which the IHS has the responsibility to provide health care to eligible Indians and Alaska natives. Services are provided free of charge.

Funding

The IHS allocates appropriations among its area offices based on the amounts of funds area programs spent in the previous fiscal year, current program expenditures, and area funding priorities. Area offices distribute funds to hospitals, clinics, and other providers of health care services based on these same factors. In FY 1989, IHS operated 43 hospitals and 66 health centers and several hundred smaller health stations and satellite clinics to provide health services to Indians and Alaska natives. IHS also contracts with tribal health organizations as well as with private and public facilities to supplement its direct health care delivery system. No matching is required.

Federal Funding Amounts (Appropriations)

FY 1981: $ 690 million
FY 1984: $ 832 million
FY 1988: $1,005 million
FY 1989: $1,081 million

Spending is for all services. The portion of funds spent on services to children is not available.

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[124] Prepared by Ed Klebe, Education and Public Welfare Division.

Participation Data

No participation data are available.

INDIAN HEALTH SERVICE SUBSTANCE ABUSE SERVICES FOR YOUTH[125]

Authorization

Subtitle C of title IV of the Anti-Drug Abuse Act of 1986 and subtitle C of title II of the Anti-Drug Abuse Act of 1988; authorized through FY 1992.

Program Description

The Indian Health Service (IHS), as part of its function of delivering health care and related services to American Indians and Alaska Natives, provides comprehensive substance abuse prevention and treatment services to adolescents and others in the service population. The IHS provides treatment services through Regional Treatment Centers for Youth (RTCs), as well as through other IHS and tribal general health care treatment facilities. The IHS also provides support for training in substance abuse prevention and treatment for its health care personnel, and training in prevention and referral for other persons in and out of the IHS who may come in contact with youth at risk for substance abuse problems. The IHS also supports community rehabilitation and follow-up services following inpatient treatment.

Funding

The IHS has allocated funds authorized under the 1986 and 1988 Anti-Drug Abuse Acts for construction and operation of RTCs in 5 of 11 service areas in the IHS system. The remaining areas are providing inpatient treatment services for youth through contract care and other arrangements pending completion of their plans for RTCs.

Federal Funding Amounts (Appropriations)

FY 1988:	$18.2 million
FY 1989:	$18.7 million

The program began in FY 1987.

Participation Data

No participation data are available.

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[125] Prepared by Ed Klebe, Education and Public Welfare Division.

MIGRANT HEALTH PROGRAM[126]

Authorization

Section 329, Public Health Service Act; authorized through FY 1990.

Program Description

The migrant health program supports the operation of health centers to provide primary and certain supplementary and environmental health services to migratory and seasonal agricultural workers and their families. A migratory agricultural worker is one whose principal employment is in agriculture on a seasonal basis, who has been so employed within the last 24 months, and who establishes a temporary abode for the purposes of such employment. A seasonal agricultural worker is one whose principal employment is in agriculture on a seasonal basis and who is not a migratory worker.

State and local public agencies, such as health departments, and nonprofit organizations, such as health and welfare councils, medical societies, growers' associations, educational institutions, and other community groups are eligible to apply for grants to establish and operate health centers for migratory and seasonal farmworkers and their families living in communities which experience influxes of migrant workers.

The services provided by these projects include primary health services such as physician care, diagnostic, laboratory, and radiologic services, preventive health, pharmaceutical, emergency medical and transportation services, as well as outreach and environmental health services. The projects may also provide such supplemental services as home health, dental health, and inpatient and outpatient hospital services as appropriate.

The Bureau of Health Care Delivery and Assistance in the Health Resources and Services Administration of the Public Health Service, the U.S. Department of Health and Human Services (DHHS) administers the migrant health program.

Funding

Appropriated funds for the program are allocated to the regional offices of the U.S. Department of Health and Human Services which award the grants to the public and nonprofit private entities which operate the migrant health centers. No matching is required.

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[126] Prepared by Ed Klebe, Education and Public Welfare Division.

Federal Funding Amounts (Appropriations)

FY 1981: $43.2 million
FY 1984: $42.0 million
FY 1988: $43.5 million
FY 1989: $45.7 million

Spending is for all services. The portion of funds spent on services for children is not available.

Participation Data

FY 1988: 470,000 participants
FY 1989: 500,000 participants

Participants were all ages. In FY 1989, approximately one-third of persons receiving medical care from migrant health centers were children.

FEDERAL EMPLOYEES HEALTH BENEFITS PROGRAM[127]

Authorization

Title V, Chapter 89 of the U.S. Code; permanently authorized.

Program Description

The Federal employees health benefits program (FEHB) provides voluntary health insurance coverage for Federal employees, annuitants, and their dependents. Administered by the Office of Personnel Management (OPM), FEHB is the largest employer-sponsored health plan in the world, covering approximately 9 million individuals. Under the program, employees and annuitants are offered a choice of different health plans which have varying levels of benefits and premiums. The benefits and premium levels for each of the FEHB plans are established annually through negotiations between OPM and the plans.

Funds

The FEHB program is financed by premium payments, which are contributed to by the Federal Government and the enrolled employees and annuitants. Under current law, the Government's share of the premium is equal to 60 percent of the average of the premium rates for what are commonly known as the "Big Six" plans; i.e., the service benefit plan, the indemnity benefit plan, and the two employee organization plans and the two comprehensive medical plans with the largest number of enrollments. The Government's contribution for any particular FEHB plan cannot exceed 75 percent of the plan's premium. The enrollees pay the remainder of the premium cost, generally through deductions from employee paychecks or annuities. All premium contributions are deposited in a FEHB trust fund, which is used for plan expenses, OPM's administrative expenses, and contingency reserves.

Federal Funding Amounts (Appropriations)

FY 1981: $2.5 billion
FY 1984: $4.1 billion
FY 1988: $6.1 billion
FY 1989: $7.8 billion (est.)

Federal Government contributions for all employees and annuitants.

Participation Data

No participation data are available.

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[127] Prepared by Janet Lundy, Education and Public Welfare Division.

MILITARY HEALTH CARE SERVICES[128]

Authorization

10 USC 1071 et seq.; permanently authorized.

Program Description

The dependents of military personnel and retirees may receive health care as described in the three U.S. Department of Defense (DOD) programs below. Eligibility for health care depends upon the status of the military service member; i.e., active duty, reserve components, inactive duty, or retired.

A. Military Health Care Facilities

Active duty personnel and their dependents are *entitled* to receive health care at military facilities. In addition, military retirees and their dependents *may* receive health care at military medical facilities. Services for retirees and *all* dependents (active duty and retired) are on a space available basis.

B. Civilian Health and Medical Program of the Uniformed Services (CHAMPUS)

While retired military personnel and eligible dependents may receive medical care at military facilities, this care may not always be available. If care at such a facility cannot be provided (due to space limitations, limitations on the types of services that a facility is capable of providing, or due to the fact that a beneficiary may not live close enough to a military facility to make such travel reasonable), the eligible beneficiary may receive CHAMPUS-covered care from private or public health care providers (subject to CHAMPUS regulations). Military retirees and qualified dependents may receive care at military medical care facilities or from public or private facilities as provided by CHAMPUS. However, beneficiaries must seek care first at a military medical facility in accordance with CHAMPUS regulations.

C. Health Care from Contracted Providers

Under changes currently taking place, eligible beneficiaries may receive health care from providers who have contracted with the U.S. Department of Defense. These contractors may include (depending upon availability) Health Maintenance Organizations (HMOs), Preferred Provider Organizations (PPOs), and DOD-contracted health care clinics.

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[128] Prepared by David F. Burrelli, Foreign Affairs and National Defense Division.

Funding

Funding for care provided in military medical care facilities has been provided by the Federal Government. Traditionally, health care in these facilities has been free of charge to eligible recipients.

Under CHAMPUS, the Federal Government and the eligible beneficiary share the cost of health care received from an approved non-military health care provider. The amount of costs payable by the Government and the beneficiary vary depending upon services received, the charges incurred, deductibles, and out-of-pocket catastrophic limits.

Health care provided in military-contracted facilities is funded by the Federal Government. Beneficiaries, however, can expect to pay nominal fees for outpatient service received in such facilities. Providing health care at contracted facilities is a new approach to providing health care services by DOD. A number of health care administrative options are being considered and tested in selected areas. For this reason, the exact details of these services and their funding levels are not yet available.

Federal Funding Amounts (Obligations)

FY 1981:	$ 5.7 billion
FY 1984:	$ 7.2 billion
FY 1988:	$12.1 billion
FY 1989:	$12.7 billion (est.)

Participation Data

Approximately 10 million adults and children were eligible in FY 1988 to receive health care from DOD-sponsored programs. No data are available on the number who actually received services.

CIVILIAN HEALTH AND MEDICAL PROGRAM OF THE DEPARTMENT OF VETERANS' AFFAIRS (CHAMPVA)[129]

Authorization

Title 38 USC, sec. 613; permanently authorized.

Program Description

Under this program, the U.S. Department of Veterans' Affairs (VA) helps pay for medical services and supplies for eligible dependents and survivors of certain veterans. Eligible persons include the spouse or child of a veteran who has a total and permanent service-connected disability; the surviving spouse or child of a veteran who died as a result of a service-connected disability, or, who at the time of death had a total and permanent service-connected disability; and the surviving spouse or child of or a person who dies in active military service in the line of duty.

The program is administered by the VA, and care is generally provided in non-VA facilities.

Funding

The Federal Government and the eligible beneficiary share the cost of health care received under the program, similar to arrangements under the CHAMPUS program for dependents and survivors of active duty and retired members of the Armed Forces. The amount of costs payable by the Government and the beneficiary vary depending upon the services received, the charges incurred, deductibles and out-of-pocket catastrophic limits.

Federal Funding Amounts (Obligations)

FY 1981: $45.1 million
FY 1984: $66.6 million
FY 1988: $99.8 million
FY 1989: $74.8 million (est.)

These figures reflect total funding for adults and children.

Participation Data

In FY 1988, 59,037 adults and 15,220 children received medical services under the program.

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[129] Prepared by Anne Stewart, Education and Public Welfare Division.

HOUSING PROGRAMS

LOW-INCOME PUBLIC HOUSING[130]

Authorization

U.S. Housing Act of 1937; permanently authorized.

Program Description

Low-income public housing projects are designed to provide low-rent, standard quality housing, primarily to families with children. Single persons who are elderly or handicapped are eligible on the same basis as families. Occupancy by other single persons is limited to no more than 30 percent of the units administered by any public housing agency.

To be eligible for public housing, households must have incomes under 80 percent of the median income of the area, adjusted for family size. Since 1983, 75 to 95 percent of all units must be rented to households with incomes below 50 percent of the local median, adjusted for family size. By law, priority for admission is to be given to households occupying substandard housing or involuntarily displaced by governmental action, or paying over 50 percent of their income for rent. A tenant household pays 30 percent of its adjusted income for rent, except that it must pay at least 10 percent of gross income, or, if it receives a welfare payment, that portion of it specifically designated for rent. Gross income is adjusted in determining rent payments according to family size and certain family expenditures, such as excessive medical costs. The program is administered by the Office of Public Housing of the U.S. Department of Housing and Urban Development (HUD), and local public housing agencies.

Funding

Public housing projects are financed through the sale of tax-exempt notes and bonds or through a Federal grant, and are developed, owned and operated by local public housing agencies. The Federal subsidy consists of a grant or payment of the interest and principal through a contract for annual contributions made with the local agency if financed through bond sales, plus an additional subsidy to assist in payment of operating costs. The local government contribution consists of waiving property taxes and accepting a payment in lieu of taxes amounting to no more than 10 percent of shelter rent (i.e., tenant rent payments less the costs of utilities).

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[130] Prepared by Susan Vanhorenbeck, Economics Division.

Federal Funding Amounts (Outlays)

FY 1981: $2.4 billion
FY 1984: $2.8 billion
FY 1988: $2.5 billion
FY 1989: $3.2 billion (est.)

Data include outlays for occupied units and operating subsidies. Figures represent total spending for public housing. Data are not available on amounts for units with children.

Participation Data

Units eligible for payment at end of FY 1984: 1.33 million
Units eligible for payment at end of FY 1988: 1.39 million

Data are for all units of families and singles. Data are not available on the number of children in such units.

LEASED HOUSING ASSISTANCE ("SECTION 8 PROGRAM")[131]

Authorization

Section 8, United States Housing Act of 1937; existing housing component permanently authorized. (Authorization for new construction and substantial rehabilitation expired October 1, 1983, except for certain housing for the elderly.)

Program Description and Funding

This program was established to assist low-income households in occupying privately-owned, modest-quality housing without excessive rent payment. Fifteen percent of units may be rented to single persons meeting qualifications, but preference is given to families. The Federal Government makes a payment to a landlord on behalf of the tenant household, for the difference between the tenant's rent payment and a contract rent set by the landlord in agreement with the U.S. Department of Housing and Urban Development (HUD) or the administering local public housing agencies, which cannot exceed fair market rents set by HUD for the type of structure and size of unit.

The housing units may be in existing housing or, for units for which commitments were made prior to repeal of authority, in newly constructed or rehabilitated structures built with a prior commitment that units will receive section 8 subsidies when leased to eligible tenants. When existing housing is used, a contract for an annual contribution is made between HUD and the local public housing agency for a designated sum of money to pay rent for a designated number of units, and the agency then issues certificates to households. A certified household may rent from any willing landlord whose unit meets HUD's quality standards and whose lease terms are acceptable. The public housing agency transmits the HUD payment to the landlord. For new and rehabilitated structures, HUD makes the rental payment directly to the landlord.

Requirements for income eligibility and the proportion of income to be paid for rent are the same as the requirements for the public housing program (see above). The program is administered by HUD and local public housing agencies.

Federal Funding Amounts (Outlays)

FY 1981: $3.1 billion
FY 1984: $6.0 billion
FY 1988: $9.1 billion
FY 1989: $9.8 billion (est.)

Figures represent total spending for section 8, including the leased housing assistance vouchers described below.

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[131] Prepared by Susan Vanhorenbeck, Economics Division.

Participation Data

Units eligible for payment at end of FY 1984: 1.9 million
Units eligible for payment at end of FY 1988: 2.3 million

Above figures include units assisted in voucher program. Data are not available on the number of children in such units.

LEASED HOUSING ASSISTANCE-VOUCHERS[132]

Authorization

Housing and Urban-Rural Recovery Act of 1983 added Section 8(o) to U.S. Housing Act of 1937; permanently authorized.

Program Description

The voucher subsidy is similar to the section 8-existing housing program, described above. Eligibility requirements for participation are the same. It differs from that program in that the subsidy is the difference between a rent payment standard (which is the same as the fair market rent) and 30 percent of the tenant's adjusted income, but the tenant's payment is not limited to 30 percent of income. The tenant negotiates a rental payment which may be lower or higher than the rent payment standard. If the actual rent is higher than the standard, the tenant must pay more than 30 percent of income; if it is less, the subsidy amount is still paid to the owner so that the tenant's rent payment is less than 30 percent of income.

When the program began in 1983, it was limited to a small number of vouchers, most of which were to be utilized in the rental rehabilitation program, but some of which were "free standing" to be used as a demonstration for comparison with section 8 certificates. The appropriation for FY 1987 increased the numbers and freed their use from both the rehabilitation and demonstration programs.

The program is administered by the U.S. Department of Housing and Urban Development (HUD) and local public housing agencies.

Funding

Same as for section 8, existing housing program, described previously.

Federal Funding Amounts

Outlays for vouchers are included in spending for section 8 leased housing assistance program.

Participation Data

The following figures report the number of households (or vouchers) for which HUD has reserved funds. Actual units available for subsidy are included in description of section 8 assistance.

FY 1984: 14,104
FY 1988: 45,439

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[132] Prepared by Susan Vanhorenbeck, Economics Division.

HOME OWNERSHIP ASSISTANCE FOR LOW- AND MODERATE-INCOME FAMILIES[133]

Authorization

Section 235, National Housing Act of 1934; authorization for entering into new commitments expired at the end of FY 1987.

Program Description

This program has assisted low- and moderate-income families to become homeowners by paying a portion of the mortgage payments on homes purchased by participating families. (Families are not limited to households with dependent children.) When the program was established in 1968, the targeted income group was families with incomes below 135 percent of the income for admission to public housing in the area. Beginning in 1975, following a moratorium declared in 1973, the program was reactivated with assistance directed toward a group of a somewhat higher income: up to 95 percent of the area median, adjusted for family size. Participating families must purchase: (1) a home or condominium built or rehabilitated with a prior commitment from the U.S. Department of Housing and Urban Development (HUD) so that the units would receive a section 235 subsidy; or (2) a two- or three-family unit if one unit is owner-occupied and the rental units are rented to families with incomes below the area median. The program is administered by the Federal Housing Administration (FHA), HUD.

Funding

Federal assistance takes the form of reducing the effective interest rate on a participating family's mortgage, to 4 percent, although in some periods it was to a higher rate. HUD pays the lending institution the difference between the then-current FHA interest rate and the amount of the family's monthly payment. The family pays the mortgagee 20 percent of its income or the reduced rate, whichever is higher. For homes purchased after 1980, if the house is sold, the family must repay the lesser of the subsidy received or half of the capital gain.

Although this program was extended through FY 1987, no new funds have been appropriated. New commitments may only be funded by recaptured and repaid funds. Earlier contracts, however, continue for the life of the mortgage, usually 30 years, so that program outlays continue.

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[133] Prepared by Susan Vanhorenbeck, Economics Division.

Federal Funding Amounts (Outlays)

FY 1981: $196.0 million
FY 1984: $270.0 million
FY 1988: $176.8 million
FY 1989: $159.5 million (est.)

Figures represent total spending for section 235 (i.e., not limited to families with children).

Participation Data

Units eligible for assistance at end of FY 1984: 209.7 thousand
Units eligible for assistance at end of FY 1988: 202.6 thousand

Data are not available on the number of children in such units.

RENTAL HOUSING ASSISTANCE[134]

Authorization

Section 236, National Housing Act of 1934; authorization for entering into new commitments has expired. (Outstanding contracts still being honored.)

Program Description

This program has provided rental assistance to households of somewhat higher income than households living in public housing (see above) by subsidizing the mortgages of privately owned units and cooperative apartments rented by participating households. When the program was established, income eligibility was generally set at 135 percent of the eligibility level for admission to public housing in the area. (Income eligibility was later changed to conform with section 8 eligibility--see leased housing assistance ("section 8" program).) The program is administered by the Federal Housing Administration (FHA), the U.S. Department of Housing and Urban Development (HUD).

Funding

Federal assistance consists of "writing down" a given rental unit's mortgage interest rate for the mortgagor to an effective 1 percent, with HUD paying the mortgagee the difference between the owner's payment and the contract rate, which could be no higher than the then-current FHA rate. Tenants pay the basic rent required to meet the lowered interest rate and other operating costs, or 30 percent of income, whichever is higher. Some very-low-income families are further assisted by rent supplement or section 8 payments.

This program was discontinued by a moratorium in January 1973, and no new appropriations have been made. Outstanding commitments are being honored, however, because the subsidy contracts are for the life of the mortgage, usually 30 to 40 years; therefore, outlays continue.

Federal Funding Amounts (Outlays)

FY 1981: $665.4 million
FY 1984: $657.5 million
FY 1988: $628.0 million
FY 1989: $625.7 million (est.)

Funds include, but are not limited to, families with children.

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[134] Prepared by Susan Vanhorenbeck, Economics Division.

Participation Data

Units eligible for assistance at end of FY 1984: 530.7 thousand
Units eligible for assistance at end of FY 1988: 528.2 thousand

Data are not available on the number of children in such units.

SUPPORTIVE HOUSING FOR THE HOMELESS[135]

Authorization

The Transitional Housing Demonstration Program was authorized in the Homeless Housing Act of 1986. It was expanded into the Supportive Housing Demonstration Program by Title IV, Subtitle C of the Stewart B. McKinney Homeless Assistance Act. Program is authorized through FY 1990.

Program Description

This U.S. Department of Housing and Urban Development (HUD) program began as the transitional housing demonstration program in 1987, and was changed to the supportive housing demonstration program in 1988. It is designed to develop innovative approaches for providing supportive housing, especially to deinstitutionalized homeless individuals, homeless families with children, homeless individuals with mental disabilities, and other homeless persons.

The purpose of the program is to determine: (1) the cost of acquiring, rehabilitating, or leasing existing structures for the provision of supportive housing; (2) the cost of operating such housing and providing services for the residents; (3) the social, financial, and other advantages of providing such housing for homeless individuals; and, (4) the lessons that the provision of such housing might have for the design and implementation of housing and services for homeless individuals and families with special needs.

Funding

The program provides assistance through advances for acquisition and rehabilitation, grants for moderate rehabilitation, and annual payments to assist with operating costs. Noninterest bearing advances can be made to a State, metropolitan area, urban county, Indian tribe, or nonprofit organization to pay the costs of acquisition or rehabilitation of existing structures which can be used as transitional housing where supportive services will be provided. The advance cannot be more than 50 percent of the aggregate acquisition or rehabilitation cost. The other 50 percent of cost must be provided through matching funds from another source. The advance is 100 percent repayable, but the amount to be repaid will be reduced by 10 percent for each year over 10 years that the property remains used for supportive housing.

The annual payments made to cover the operating costs are also limited to 50 percent of the total amount needed, with the remainder coming from some other source. Operating costs include expenses incurred for the administration, maintenance, and repair of the housing. It also includes payments for utilities, fuel, furnishings, equipment, and supportive services. Supportive services include assistance in obtaining permanent housing, medical and psychological counseling, employment and nutritional counseling, and other needed activities.

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[135] Prepared by Susan Vanhorenbeck, Economics Division.

The supportive housing demonstration program is administered by HUD, and funding is achieved through the appropriations process. Advances are awarded on a competitive basis. Each community applying for assistance, or community within which the applying nonprofit organization is located, must file a comprehensive homeless assistance plan with HUD.

The McKinney Act requires a set-aside from each year's appropriation of not less than $20 million for homeless families with children and $15 million for permanent housing for handicapped homeless persons. This requirement was amended by the Stewart B. McKinney Homeless Assistance Amendments of 1988 (P.L. 100-628) which allows funds to be reallocated from these specific categories each year if any funds set aside have not been used in a given category.

Federal Funding Amounts (Outlays)

FY 1988: $11 million
FY 1989: $34 million (est.)

Data represent total program funding for families and individuals.

The program began in FY 1987.

Participation Data

Participation data are not available.

SUPPLEMENTAL ASSISTANCE FOR FACILITIES TO ASSIST THE HOMELESS[136]

Authorization

The program is authorized by Title IV, Subtitle D, of the Stewart B. McKinney Homeless Assistance Act; authorized through FY 1990.

Program Description

The supplemental assistance program makes funds available to provide comprehensive assistance for particularly innovative programs or alternative methods of meeting the immediate and long-term needs of the homeless. Funds may also be used in conjunction with the emergency shelter grants program and the supportive housing demonstration program to meet the needs of special groups, and to make use of underutilized public buildings. Special groups cited for assistance under this program include homeless families with children, elderly homeless individuals, and homeless individuals with handicaps.

The U.S. Department of Housing and Urban Development provides assistance for the purchase, lease, renovation, or conversion of facilities to assist the homeless. Supportive services which are necessary for the maintenance of independent living (such as food, child care, health services and security arrangements) can also be provided through this funding.

Funding

Grants are made to States, metropolitan areas, urban counties, Indian tribes, or nonprofit organizations. Assistance is provided only to applicants who have: (1) shown a commitment to alleviating poverty; (2) furnished assurances that the property being purchased, leased, renovated, or converted will be operated for the homeless for at least 10 years; and (3) demonstrated that they have the continuing capacity to effectively provide assistance to homeless individuals. No matching is required.

Federal Funding Amounts (Outlays)

FY 1988: $2.7 million
FY 1989: $6.1 million (est.)

Data represent total program funding for families and individuals.
The program began in FY 1987.

Participation Data

Participation data are not available.

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[136] Prepared by Susan Vanhorenbeck, Economics Division.

APPENDIX A:

FUNDING LEVELS AND INFLATION[137]

In the preparation of this report the Select Committee on Children, Youth, and Families requested that constant dollar calculations be prepared for each program's funding level. As noted in the introduction, many of the programs in this report provide obligated or appropriated funding amounts. This appendix describes some of the difficulties in adjusting these funding types for inflation. The appendix describes: the rationale for calculating constant dollars; and the degree of bias in constant dollar amounts when these adjustments do not take into account the length of time between the authorization of funds and the time the funds are spent. It concludes with a table that provides the average annual rate of funding growth for the programs contained in this report.

The Use of Constant Dollar Calculations

The rate of inflation, the number of program participants, legislative initiatives and the cost of program administration are four obvious and important factors that contribute to changes in spending for programs affecting children. But, the spending impact for each of these factors will vary from program to program. Generally, analyses of program spending across time try to make program funding amounts comparable. Often, factors like the number of participants receiving program benefits, or the reduction in an agency's spending power caused by inflation are incorporated into these analyses. For instance, at the beginning of each Federal budget cycle the Congressional Budget Office prepares baseline estimates for budget functions, and the Office of Management and Budget prepares current service estimates. While the methodology and assumptions used to derive these estimates may differ between the two budget agencies, these estimates represent the amount of spending needed to serve a projected number of recipients under future price conditions assuming current program structure. The financial effect of any legislative change can then be compared to these estimates. These adjustments allow for a direct comparison of the effect of the legislation on funding.

A simpler and more widely used method for these cross-temporal comparisons is the adjustment of spending for inflation or calculating "constant dollar" spending. This is done by adjusting a program's current year spending to a dollar amount that equals the purchasing power of the dollar for a given base year. By adjusting each year's spending amount, the spending is adjusted for changes in prices (and sometimes consumption patterns).[138] Holding prices constant permits a clearer picture of the "real" spending trends. In order to calculate constant dollars it is necessary to know when the goods or services are actually paid for.

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[137] Prepared by Richard Rimkunas, Education and Public Welfare Division.

Funding Types and Constant Dollar Calculations

The calculation of constant dollar funding for many of the programs contained in this report is difficult. This difficulty arises because of three factors: 1) the funding types contained in the report vary from program to program; 2) program funding may not equal program spending within the same fiscal year;[139] and 3) the rate at which appropriated funds are actually spent (spend out rate) will vary among programs and within the same program over time.

Outlays, expenditures, tax expenditures, and program spending levels represent the actual monies disbursed, or revenues foregone within the fiscal year reported. For programs with these reported types of funding, a simple price adjustment can be made.

Appropriation figures indicate the level of newly authorized funding available for a particular year. Obligations include grants and contracts awarded by the Federal Government in a given year. For many programs these amounts are actually disbursed over one or more subsequent fiscal years. In order to calculate constant dollars it is not enough to know only the appropriated or obligated amount. Adjusting monies for inflation should take into account when the goods or services are actually purchased, usually at the State or local level.

For most of the reported programs, the time relationship between congressionally appropriated funds and when these funds are actually spent (the spend out rate) is not readily available. This spend out rate is necessary to make the appropriate price adjustments. Failure to adjust the obligated funds for the year in which they were actually spent could overstate the purchasing power of these funds and provide a "bias" in the estimate of a program's real spending power.

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[138] There are at least two commonly used series to measure changes in the buying power of the dollar: the Gross National Product (GNP) implicit price deflator series and the Consumer Price Index series (CPI). The GNP implicit price deflators take into account the total value of goods and services produced in the economy or a sector of the economy. Since it is an implicit measure it takes into account both changes in prices and changes in the quantity and mix of goods and services purchased. In contrast, the CPI is a direct measure of a fixed market basket of goods and services; as such it attempts to measure the change in prices for this fixed market basket.

[139] See the introduction of this report for a discussion on the different types of funding used throughout this report. When obligated funds are actually spent may be different than when reported outlays or expenditures are actually spent.

The size of the overstatement in purchasing power is the result of two factors: 1) the inflation rate between the year the funds are appropriated and the year(s) the funds are spent; and 2) the share of the appropriated funds spent over each of the subsequent years. The greater the actual disbursement of appropriated funds in ensuing years, and the greater the inflation in those years the greater the bias in any constant dollar adjustment based solely on the appropriation amount.

Table A.1 provides the yearly percentage change in the average annual price measure for three different price measures over the FY 1981-FY 1989 period: 1) the most commonly used measure, the Consumer Price Index for Urban Consumers--All Items (CPI-U); 2) a measure of change in out of pocket expenses for medical care (CPI-MC); and 3) a measure of the change in the prices for goods and services purchased by State and local governments, the implicit price deflator for State and local government purchases (a measure taken from the implicit price deflator series).

TABLE A.1. Annual Rate of Change in Selected Annual Price Measures Fiscal Year 1981-Fiscal Year 1989

Fiscal year	Consumer price index[a]		Implicit price deflator for State & local government purchases[b]
	All items	Medical care	
1981	11.1%	10.3%	9.6%
1982	7.4	11.9	8.3
1983	3.5	9.8	6.2
1984	4.1	6.4	5.2
1985	3.7	6.1	4.7
1986	2.5	7.3	3.5
1987	2.9	7.0	4.2
1988	4.1	6.3	4.8
1989	4.8	7.2	5.2[c]
Percentage change FY81-FY89:	37.9%	81.5%	50.6%
Average annual rate of change FY81-FY89:	4.1%	7.7%	5.2%

[a] The CPI is a measure of inflation that attempts to record the price changes for a fixed market basket of goods. In this table two market basket measures are provided. The all-item index measures general price inflation. This measure reflects the price change for a complete market basket of goods that includes consumer spending on food, clothing, shelter, fuels, transportation, medical services, and other goods. The medical care index represents consumer out of pocket spending for medical services.

[b] The implicit price deflator for State and local government purchases of non-durable goods is taken from the implicit price deflator series of the gross national product. This measure allows for the substitution of one service for another as well as changes in the quantity of good and services purchased and does not measure a fixed market basket of goods.

[c] Implicit price deflator measure is estimated for FY 1989.

Source: Annual rate of change figures are estimates based on CPI data obtained from the U.S. Department of Labor, Bureau of Labor Statistics. Implicit Price Deflator rates are based on data prepared by the Bureau of Economic Analysis, and used by the Office of Management and Budget at the time of the FY 1990 Budget Submission. The implicit price deflator measures are updated quarterly, but updates were not incorporated into this table.

Two points are readily apparent from this table. First, the selection of an appropriate price measure is important for any adjustment for price change. Different sectors of the economy as well as different market baskets of goods experience different inflation rates. As depicted in the table, the CPI for medical care has the fastest growth rate over the 8-year period, a 7.7 percent average annual rate.[140] The implicit price deflator for State and local purchases of goods and services has a comparable rate of 5.2 percent, and the all-item CPI has a rate of 4.1 percent. In order to perform the appropriate price adjustment one must decide whether the adjustment should reflect changes in overall prices, or a particular set of goods. Second, there have been changes in the degree of inflation over the 8-year time period. The early eighties experienced relatively high inflation rates, the middle years of the series experienced the lowest rates, and the last few years saw modest increases.

The amount of appropriated funds spent in the year after they are appropriated and the rate of inflation determine the size of the overstatement in purchasing power that occurs when constant dollar amounts do not take into account the spend out rate of the appropriated funds. Figure A.1 provides two examples of the size of this overstatement in purchasing power. The figure shows the size of the overstatement for the highest annual inflation rate reported in table A.1, 11.9 percent; and for the lowest annual inflation rate, 2.9 percent. The estimates portrayed in the figure assume that all appropriated funds for a program would be spent over a 2-year period--either in the year the monies are appropriated or in the following year. The figure allows the spend out rate to vary between 100 percent (all appropriated funds are spent in the year they are appropriated) and 0 percent (all appropriated funds are spent in the year following the appropriation year).

If all the spending in a program occurs in the year funds are appropriated, using the price index for that year results in no overstatement of purchasing power. However, as the share of appropriated funds actually spent in the year following its appropriation increases (moving from left to right on the figure) the size of the overstatement in purchasing power also increases. The size of this overstatement is limited by the magnitude of inflation between the time the funds were appropriated and the time the funds were spent. In the examples portrayed in the figure, the maximum overstatement in purchasing power would be 11.9 and 2.9 percent.

For some programs the amount of time taken to spend appropriated funds extends beyond the 2 years assumed in our example. The longer the time period, depending on the share of funds spent in each subsequent year, and the rate of inflation, the larger the overstatement in purchasing power.[141]

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[140] The average annual rate of change measure is analogous to the interest rate on a savings account. That is, this rate represents the annual percentage change over the period in the table that would constantly raise prices from their 1981 level to their 1989 level.

This overstatement of the purchasing power of the program's funds has a direct affect on the analysis of real spending trends. If the size of the bias changes, as it likely would in the early eighties because of the varying inflation rates, the errors associated with the overstatement in funding could distort the real spending trends. On the other hand, if the overstatement is constant from one year to the next, the real dollar spending trend based on the adjustment would accurately account for price change. Unfortunately, the lack of any program spend out rates means there is no way to tell if either of these situations is occurring.

Average Annual Funding Growth and General Inflation

Keeping this potential overstatement in purchasing power in mind, an alternative, but limited approach to constant dollar calculations is to compare the growth rate of funding amounts with the inflation rate. Table A.2 provides average annual rate of change figures for program funding and the average annual rate of increase in the CPI-U from FY 1981 through FY 1989.[142] Looking at the figures, when the rate of change in program funding is greater than the rate of change in prices, real funding may have increased; when the rate of change in program funding is less than the rate of change in prices, real funding has decreased.

Table A.2 provides estimates of the rate of funding changes from FY 1981 to FY 1984, FY 1984 to FY 1988, and FY 1988 to FY 1989. Providing these rate of change amounts help show the pattern of funding change in each of the programs. It helps answer the question: Did program funding change more rapidly in the early eighties or the later eighties? In addition, the table provides the average annual rate of change from 1981 through 1989 for program funds and the CPI-U. These last two measures are an indication of rate of funding and inflation change over the entire period that funding amounts are reported. These two measures can be thought of as the annual interest rate which would be needed to

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[141] The degree of bias in the constant dollar adjustment can be calculated using the following formula:

$$\text{Bias} = \Sigma\,[\,P_t BA(PI_t/PI_1)] - BA$$

where P_t = proportion of appropriated funds spent in Year t.
t = year; and 1 = appropriation year
PI_t = Price Measure for year t
BA = Appropriation amount

[142] If FY 1989 funding amounts are not available or the program funding trend data begins in FY 1984 or later, the rate of change and inflation rate are for the shorter time period. The CPI-U was chosen since it reflects change in general price inflation. A table providing actual funding amounts is provided in the introduction of the report.

be applied to the amount in the first reported year, over the entire period with compounding, to obtain 1989 funding levels. All of the rate of change measures reported in this table are sensitive to the base year chosen and the size of funding amount. The particular years chosen were requested by the Select Committee on Children, Youth, and Families.

While this approach provides some indication of whether or not program funding exceeds the general inflation rate, two points should be kept in mind. First, for programs with appropriated funds that may be spent out over many years the comparison is not completely accurate. These programs are likely to lose more purchasing power than is represented in this comparison. Second, adjustments for inflation do not take into account the numerous other factors that contribute to changes in program spending. For instance, changes in the number of program participants, or the way the program is administered can result in spending shifts that are not controlled for in a comparison between inflation and funding changes. Finally, the actual degree of inflation faced by program administrators is likely to vary from the general inflation rate. The purchase of goods and services for each program, or the goods and services purchased with cash benefits, may be very different than the mix of goods and services used to calculate the overall inflation measure.

Figure A.1:
Degree of Bias in Simple Constant Dollar Appropriation Amount Estimates

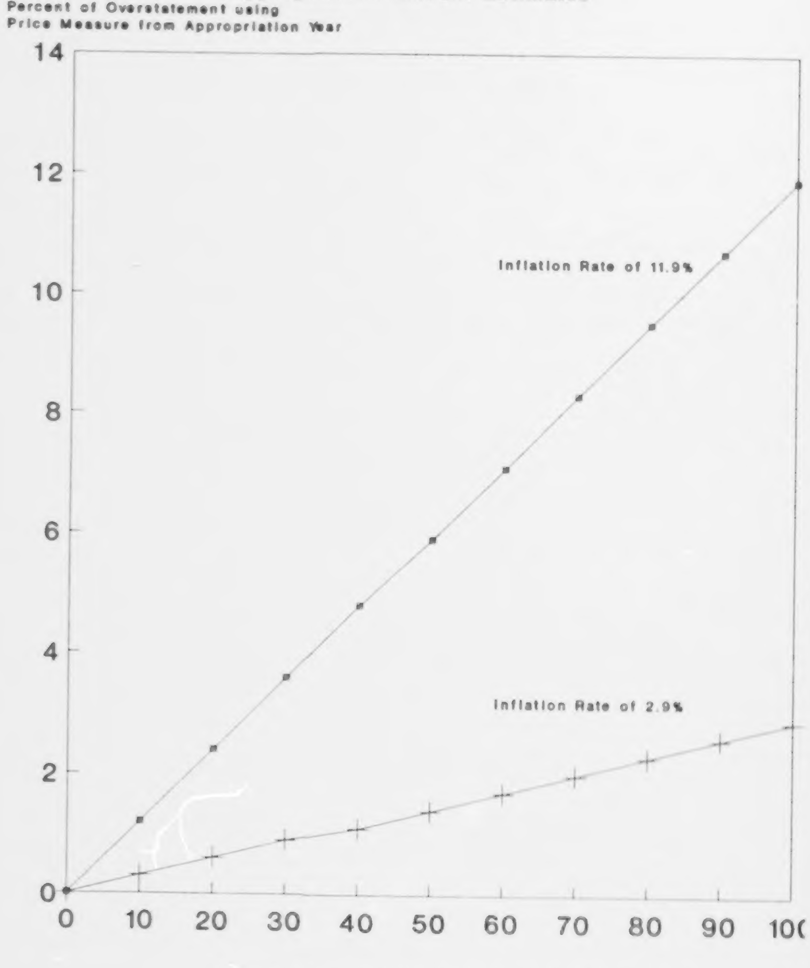

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels

Program	Percent change FY81-FY84	FY84-FY88	FY88-FY89	Average annual rate of change FY81-FY89[a]	Average annual rate of inflation FY81-FY89[b]
INCOME PROGRAMS					
Dependent tax exemption	NA	NA	NA	NA	4.1%
AFDC	13.2%	19.5%	-2.2%	3.6%	4.1
Earned income tax credit	-26.3	164.3	40.5	13.4	4.1
Emergency assistance	32.9	25.9	36.4	10.9	4.1
Child support enforcement	16.2	62.2	13.8	10.0	4.1
Supplemental security income	17.2	52.0	-0.9	7.4	4.1
General assistance to Indians	21.6	5.0	0.0	3.1	4.1
Social security for dependents	-7.0	-0.9	3.8	-0.6	4.1
Unemployment compensation	5.8	-20.6	3.8	-1.7	4.1
Civil service child survivors	-5.7	-4.8	NA	-1.5[c]	4.0[c]
Military survivor benefit	52.0	53.4	4.8	11.8	4.1
Veterans dependency indemnity compensation	-1.9	-14.0	-1.4	-2.3	4.1
Veterans nonservice connected pension	-43.2	-29.2	-9.4	-11.9	4.1
Workers compensation, Federal employees	15.5	25.0	9.2	5.8	4.1
Black lung disability	-12.5	0.0	0.0	-1.7	4.1
NUTRITION PROGRAMS					
Food stamps	19.5	1.0	4.0	2.9	4.1
School lunch	8.3	11.5	6.9	3.3	4.1
School breakfast	16.1	27.0	7.7	6.0	4.1
Child care food	22.9	71.8	9.2	11.0	4.1
Summer food service	-13.7	29.8	9.5	2.6	4.1
Commodity assistance	-27.7	10.9	4.6	-2.2	4.1
Special milk	0.8	85.7	6.3	7.3	4.1

See notes at end of table.

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels--Continued

Program	Percent change FY81-FY84	Percent change FY84-FY88	Percent change FY88-FY89	Average annual rate of change FY81-FY89[a]	Average annual rate of inflation FY81-FY89[b]
NUTRITION PROGRAMS (cont.'d)					
WIC	55.6	28.6	5.6	9.8	4.1
Commodity supplemental food	48.9	24.4	20.0	10.5	4.1
SOCIAL SERVICE PROGRAMS					
Social services block grant	-10.0	0.0	0.0	-1.3	4.1
Child care tax credit	100.0	80.3	3.2	17.9	4.1
Day care for AFDC recipients	NA	NA	NA	NA	4.1
Head start	25.0	20.0	0.0	5.2	4.1
Comprehensive child development centers	NA	NA	NA	NA	4.1
Dependent care State grants	NA	NA	41.7	41.7[d]	4.8[d]
DCAP, income tax exclusion	NA	2000.0	14.3	88.8[e]	3.6[e]
Temporary child care for disabled	NA	NA	2.1	2.1[d]	4.8[d]
Military child care	NA	NA	23.6	23.6[d]	4.8[d]
Child welfare services	0.9	45.1	3.0	5.3	4.1
Foster care	45.4	101.6	14.8	16.4	4.1
Independent living	NA	NA	0.0	0.0[d]	4.8[d]
Abandoned infants assistance	NA	NA	NA	NA	4.1
Adoption assistance	5240.0	254.7	18.0	96.6	4.1
Adoption opportunities	-62.0	152.6	25.0	2.3	4.1
Child abuse grants	-29.3	53.1	2.0	1.3	4.1
Child abuse challenge grants	NA	NA	0.0	0.0[d]	4.8[d]
Family violence demonstrations	NA	NA	1.2	1.2[d]	4.8[d]
Victims of crime act	NA	NA	26.0	26.0[d]	4.8[d]
DOD family advocacy	NA	97.3	6.1	15.9[e]	3.6[e]

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels--Continued

Program	Percent change FY81-FY84	Percent change FY84-FY88	Percent change FY88-FY89	Average annual rate of change FY81-FY89[a]	Average annual rate of inflation FY81-FY89[b]
SOCIAL SERVICES (cont.'d)					
Runaway & homeless youth	111.8	12.0	3.1	11.8	4.1
Drug abuse preven., runaway & homeless	NA	NA	NA	NA	4.1
Juvenile justice delinquency prevention	-35.8	-4.3	0.0	-5.9	4.1
Missing children	NA	0.0	0.0	0.0[c]	3.6[c]
Prevention & treatment, gangs & drugs	NA	NA	NA	NA	4.1
Drug education & prevention, youth gangs	NA	NA	NA	NA	4.1
Developmental disabilities	5.1	48.9	2.3	6.0	4.1
Adolescent family life	NA	-35.6	0.0	-8.4[c]	3.6[c]
Indian child welfare, foster care	8.1	0.0	0.7	1.1	4.1
Indian child welfare services	-6.5	-3.4	3.6	-0.8	4.1
Refugee & Cuban/Haitian assistance	-39.9	-36.0	10.2	-10.2	4.1
Foster grandparents	2.7	15.5	2.6	2.5	4.1
VISTA and related volunteer programs	-51.0	32.0	9.1	-4.3	4.1
VISTA literacy corps	NA	NA	-3.4	-3.4[d]	4.8[d]
Student community service	-35.7	-27.8	0.0	-9.1	4.1
Community services block grant	-33.1	8.5	-0.4	-4.0	4.1
EDUCATION AND TRAINING PROGRAMS					
Education for the disadvantaged LEA grants	15.4	26.7	5.3	5.5	4.1
Education block grants for States	-12.0	6.2	-3.3	-1.2	4.1
Handicapped education, State grants	22.2	33.9	3.1	6.8	4.1
Handicapped education, preschool	5.2	664.6	22.8	33.2	4.1
Handicapped education, infants	NA	NA	4.2	4.2[d]	4.8[d]

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels--Continued

Program	Percent change			Average annual rate of change	Average annual rate of inflation
	FY81-FY84	FY84-FY88	FY88-FY89	FY81-FY89[a]	FY81-FY89[b]
EDUCATION AND TRAINING PROGRAMS (cont'd.)					
Bilingual education	-9.4	12.9	9.5	1.4	4.1
State migrant education	4.4	5.2	1.0	1.3	4.1
Migrant HEP	1.6	17.5	0.0	2.2	4.1
Indian education act, part A	-12.7	-3.3	7.1	-1.3	4.1
Special programs for Indians	NA	NA	0.9	0.9[d]	4.8[d]
Johnson-O'Malley	-11.9	-21.9	13.3	-3.1	4.1
BIA school operations	-7.4	1.3	5.1	-0.2	4.1
Native Hawaiian education	NA	NA	NA	NA	NA
Transition program for refugees	-25.2	-8.4	3.9	-4.2	4.1
Emergency immigrant education	NA	-0.3	-1.0	-0.3[c]	3.6[c]
Education of homeless children & Youtn	NA	NA	0.0	0.0[d]	4.8[d]
School dropout demonstration	NA	NA	-9.2	-9.2[d]	4.8[d]
Neglected & delinquent education	-4.1	0.0	-3.1	-0.9	4.1
Even start	NA	NA	NA	NA	NA
Follow through	-43.5	-52.0	2.8	-14.8	4.1
TRIO - talent search	2.9	26.1	18.0	5.5	4.1
TRIO - upward bound	6.5	13.6	14.4	4.1	4.1
Gifted and talented	NA	NA	NA	NA	NA
Women's educational equity	-28.4	-41.4	-14.7	-12.0	4.1
Drug-free schools and communities	NA	NA	54.3	54.3[d]	4.8[d]
Vocational education - basic State grants	8.8	19.8	3.4	3.8	4.1
Consumer and homemaking education	-27.4	3.8	0.9	-3.4	4.1
Voc. ed. - community based organizations	NA	NA	30.9	30.9[d]	4.8[d]
Mathematics & science education	NA	NA	14.7	14.7[d]	4.8[d]
Law-related education	0.0	280.0	5.3	18.9	4.1

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels--Continued

Program	Percent change FY81-FY84	Percent change FY84-FY88	Percent change FY88-FY89	Average annual rate of change FY81-FY89[a]	Average annual rate of inflation FY81-FY89[b]
EDUCATION AND TRAINING PROGRAMS (cont.'d)					
Arts in education	5.0	57.1	6.1	7.2	4.1
Inexpensive book distribution	10.2	18.5	9.1	4.5	4.1
Impact aid	-12.0	18.0	3.5	0.9	4.1
Innovation in education	NA	NA	NA	NA	4.1
Star schools (telecommunications)	NA	NA	-24.6	-24.6[d]	4.8[d]
Magnet schools assistance	NA	NA	58.2	58.2[d]	4.8[d]
Fund for improvement (FIRST)	NA	NA	NA	NA	NA
Ellender fellowships, Close-up	50.0	60.0	25.0	14.7	4.1
DOD dependent schools	33.9	51.2	6.1	10.0	4.1
Training economically disadvantaged	-9.5	-5.3	0.0	-1.9	4.1
Job corps	6.8	19.5	3.6	3.6	4.1
Summer youth employment & training	-1.7	-12.9	-1.2	-2.1	4.1
HEALTH PROGRAMS					
Medicaid	14.6	48.9	NA	7.9[c]	4.0[c]
Maternal and child health block grant	3.0	32.0	5.3	4.6	4.1
Community health centers	8.6	12.5	5.0	3.1	4.1
Preventive health and services	-6.5	-2.1	-1.1	-1.2	4.1
Childhood immunization	26.6	182.6	47.1	23.1	4.1
Emergency medical services for children	NA	NA	50.0	50.0[d]	4.8[d]
Family planning	-13.0	-0.2	-1.0	-1.9	4.1
Alcohol, drug abuse, mental health block	-11.1	39.2	25.2	5.6	4.1
High risk youth demonstration	NA	NA	8.7	8.7[d]	4.8[d]
Community youth activity program	NA	NA	NA	NA	4.1

TABLE A.2. Percentage Change and Average Annual Rate of Change in Program Funding Levels--Continued

Program	Percent change FY81-FY84	Percent change FY84-FY88	Percent change FY88-FY89	Average annual rate of change FY81-FY89[a]	Average annual rate of inflation FY81-FY89[b]
HEALTH PROGRAMS (cont.'d)					
Pregnant and postpartum women and infants	NA	NA	NA	NA	4.1
Pediatric AIDS health care demonstration	NA	NA	60.0	60.0[d]	4.8[d]
Indian health	20.7	20.7	7.6	5.8	4.1
Indian youth substance abuse services	NA	NA	2.7	2.7[d]	4.8[d]
Migrant health	-2.8	3.6	5.1	0.7	4.1
Federal employees health benefits	64.0	48.8	27.9	15.3	4.1
Military health care	26.3	68.1	5.0	10.5	4.1
CHAMPVA	48.9	49.3	-25.0	6.6	4.1
HOUSING PROGRAMS					
Low-income public housing	16.7	-10.7	28.0	3.7	4.1
Leased housing assistance & vouchers	93.5	51.7	7.7	15.5	4.1
Home ownership, assistance	37.8	-34.5	-9.8	-2.5	4.1
Rental housing assistance	-1.2	-4.5	-0.4	-0.8	4.1
Supportive housing for the homeless	NA	NA	209.1	209.1[d]	4.8[d]
Supplemental asst., facilities for homeless	NA	NA	125.9	125.9[d]	4.8[d]

[a] The average annual rate of change is analogous to annual interest rates on a bank account. The rate is the average annual change over the 8-year period, given the program's funding levels in 1981 and 1989. This average rate assumes that there is a steady change in funding. The rate is sensitive to the base year chosen. For programs starting later than 1981, the average annual rate of change is based on the first available year of funding information.

[b] The average annual rate of inflation as measured by the change in the CPI-U from fiscal year 1981 through fiscal year 1989. For programs with funding trends starting later than 1981, the average annual rate of inflation is calculated based on the the first available year of funding information.

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[c] Average annual rate of change for FY81-FY88.

[d] Average annual rate of change for FY88-FY89.

[e] Average annual rate of change for FY84-FY89.

NA = Not Available

NOTE: All rates of change are sensitive to the size of the initial funding level and time period of analysis. Table 3 of the introduction provides actual funding levels. Notes on programs and amounts in table 3 apply to these percentages as well.

APPENDIX B:

GAO REPORTS AND EVALUATIONS ON ISSUES AFFECTING CHILDREN

As an agency of the Congress, the U.S. General Accounting Office (GAO) evaluates a wide variety of Federal programs and issues affecting children and youth. These include such varied issues as health, nutrition, education, child day care, youth employment and training, income security, child welfare, foster care, and juvenile justice, among others. Since 1980, GAO has issued over 160 such reports. In addition, at any given time GAO has about 40 evaluations in process on issues affecting children.

This appendix consists of two sections: (1) GAO reports issued since 1980 on issues affecting children and (2) evaluations in process as of October 1989. The appendix is organized using the Congressional Research Service's broad program categories (income, nutrition, social services, etc.).

Some GAO reports and evaluations listed here focus primarily on children or youth, while others pertain to Federal programs serving children more indirectly, such as food stamps or housing. This inventory is not intended to be an exhaustive list of all GAO efforts pertaining to Federal programs that benefit children. For example, GAO's full body of work on medicaid--a Federal/State health financing program--is quite extensive. Rather than listing all reports on each given Federal program, included here are references to GAO work that deal primarily with improving the effectiveness, quality, or access to services for children and youth.

Developing this inventory is part of GAO's recent children's issues initiative. Since September 1988, the agency has begun to take a more interdisciplinary look at its work on the increasingly complex and interrelated issues affecting children and families in order to better assist the Congress in dealing with these issues. For more information on this initiative, contact:

Kathryn G. Allen
Children's Issues Coordinator
U.S. General Accounting Office
441 G Street, NW, Room 3350
Washington, DC 20548
Telephone: (202) 275-8894

Requests for copies of GAO reports should be sent to:

U.S. General Accounting Office
Post Office Box 6015
Gaithersburg, Maryland 20877
Telephone: (202) 275-6241

The first five copies of each report are free.

SECTION I

GAO REPORTS ON ISSUES AFFECTING CHILDREN
(Fiscal Year 1980 to October 1989)

INCOME PROGRAMS

Aid to families with dependent children (AFDC)

OCG-89-10TR 11/88	Health and Human Services Issues [welfare reform, child support enforcement]
HRD-89-129BR 8/17/89	Welfare Reform: Alabama's Demonstration Project
HRD-88-88BR 5/23/88	Welfare Reform: Projected Effects of Requiring AFDC for Unemployed Parents Nationwide
HRD-88-78 5/11/88	Welfare: Relationships and Incomes in Households with AFDC Recipients and Others
HRD-88-59 2/03/88	Welfare: Expert Panels' Insights on Major Reform Proposals
HRD-88-38 5/20/88	Welfare Eligibility: Programs Treat Indian Tribal Trust Fund Payments Inconsistently
HRD-88-33FS 1/05/88	Work and Welfare: Analysis of AFDC Employment Programs in Four States
HRD-88-9 11/04/87	Welfare: Income and Relative Poverty Status of AFDC Families
HRD-87-110FS 7/29/87	Welfare Simplification: States' Views on Coordinating Services for Low-Income Families
HRD-87-60 9/15/87	Welfare and Taxes: Extending Benefits and Taxes to Puerto Rico, Virgin Islands, Guam, and American Samoa
HRD-87-34 1/29/87	Work and Welfare: Current AFDC Work Programs and Implications for Federal Policy

INCOME PROGRAMS (con't.)

HRD-87-6FS 10/30/86	Welfare Simplification: Thirty-Two States' Views on Coordinating Services for Low-Income Families
HRD-86-87FS 4/10/86	Child and Family Welfare: Selected HHS Discretionary Funding in Fiscal Year 1985

Child support enforcement

HRD-89-25 1/27/89	Interstate Child Support: Case Data Limitations, Enforcement Problems, Views on Improvements Needed
HRD-89-10FS 2/10/89	Child Support: State Progress in Developing Automated Enforcement Systems
GGD-88-117 9/01/88	Tax Policy: Evaluation of IRS' Refund Offset Study [child support enforcement]
GGD-88-49FS 2/17/88	Federal Personnel: Garnishments of Wages for Commercial and Domestic Debts
HRD-87-37 4/30/87	Child Support: Need to Improve Efforts to Identify Fathers and Obtain Support Orders
HRD-87-11 10/03/86	Child Support: States' Progress in Implementing the 1984 Amendments
HRD-86-40BR 12/24/85	Child Support: States' Implementation of the 1984 Child Support Enforcement Amendments
HRD-85-5 10/30/84	U.S. Child Support: Needed Efforts Underway to Increase Collections for Absent Parents
HRD-85-3 10/30/84	Child Support Collection Efforts for Non-AFDC Families

NUTRITION PROGRAMS

Food stamps

OCG-89-12TR 11/88	Agriculture Issues [food stamps]
PEMD-89-5BR 12/08/88	Food Stamps: Reasons for Nonparticipation

NUTRITION PROGRAMS (cont.'d)

RCED-89-81 6/22/89	Food Stamp Program: Participants Temporarily Terminated for Procedural Noncompliance
RCED-89-4 10/21/88	Food Stamp Program: Administrative Hindrances to Participation
PEMD-88-21 7/05/88	Food Stamps: Examination of Program Data and Analysis of Nonparticipation
RCED-88-156 7/14/88	Food Stamp Program: Reporting of Application Activities Could Be Improved
RCED-88-85BR 2/11/88	Food Stamp Program: Participation by AFDC Households
RCED-88-12 10/22/87	Food Stamp Program: Evaluation of Improper Denial or Termination Error Rates
RCED-87-102 6/11/87	Food Stamp Program: Results of the Simplified Application Demonstration Project
RCED-87-80BR 4/02/87	Food Stamp Program: Trends in Program Applications, Participation, and Denials
RCED-87-51 10/30/86	Food Stamp Program: Restoration of Improperly Denied or Terminated Benefits
RCED-86-195 9/19/86	Food Stamp Program: Refinements Needed to Improve Accuracy of Quality Control Error Rates
RCED-86-17 3/14/86	Benefit Overpayments: Recoveries Could Be Increased in the Food Stamp and AFDC Programs
RCED-85-109 4/17/85	Overview and Perspectives On The Food Stamp Program

School meal programs

RCED-89-183 8/09/89	School Lunch Program: Buy American Procedures at Schools With Cash or Credit in Lieu of Food
RCED-87-113 6/11/87	School Lunch Program: Evaluation of Alternatives to Commodity Donations
RCED-86-122BR 3/17/86	School Meal Programs: Options for Improving the Verification of Student Eligibility

NUTRITION PROGRAMS (cont.'d)

RCED-84-132 3/30/84	Participation in the National School Lunch Program

Special supplemental food program for women, infants, and children (WIC)

RCED-88-183BR 7/25/88	Supplemental Food Program: Savings From Food Purchases Could Increase WIC Participation
RCED-88-35BR 10/09/87	Supplemental Food Program: Using Cost Saving Methods Could Increase Participation
RCED-85-105 9/27/85	Need to Foster Optimal Use of Resources in the Special Supplemental Food Program for Women, Infants, and Children (WIC)
PEMD-84-4 1/30/84	WIC Evaluations Provide Some Favorable but No Conclusive Evidence on the Effects Expected for the Special Supplemental Program for Women, Infants, and Children

Other nutrition programs

RCED-89-177 9/29/89	Food Assistance Programs: Nutritional Adequacy of Primary Food Programs on Four Indian Reservations
RCED-88-11 10/19/87	Surplus Commodities: Temporary Emergency Food Assistance Program's Operations and Continuance
CED-80-91 6/06/80	Child Care Food Program: Better Management Will Yield Better Nutrition and Fiscal Integrity

SOCIAL SERVICE PROGRAMS

Head start

HRD-89-123FS 7/12/89	Head Start: Information on Sponsoring Organizations and Center Facilities
HRD-81-83 7/23/81	Head Start: An Effective Program but the Fund Distribution Formula Needs Revision and Management Controls Need Improvement

Child day care

HRD-90-26BR 10/13/89	Child Care: Government Funding Sources, Coordination, and Service Availability

SOCIAL SERVICE PROGRAMS (cont.'d)

HRD-89-98FS 7/11/89	Child Care: Selected Bibliography
HRD-89-74 3/24/89	Marine Corps Child Care: User Fee Increases at Parris Island and Beaufort Installations
HRD-89-3 3/08/89	Military Child Care: Extensive, Diverse, and Growing
HRD-88-115 9/15/88	Child Care: Availability for Civilian Dependents at Selected DOD Installations
GGD-86-38 2/11/86	Child Care: Employer Assistance for Private Sector and Federal Employees
FPCD-82-30 6/01/82	Military Child Care Programs: Progress Made, More Needed

Foster care

HRD-89-86 8/03/89	Foster Parents: Recruiting and Preservice Training Practices Need Evaluation
T-HRD-89-12 4/06/89	Respite Care Insights on Federal, State, and Private Sector Involvement
PEMD-89-23BR 6/01/89	Foster Care: Preliminary Report on Reform Efforts
PEMD-89-17 8/14/89	Foster Care: Incomplete Implementation of the Reforms and Unknown Effectiveness
PEMD-89-16 9/13/89	Foster Care: Delayed Follow-Up of Noncomplying States May Reduce Incentive for Reform
HRD-87-23BR 12/09/86	Foster Care: Use of Funds for Youths Placed in the Rite of Passage Program
HRD-85-62 7/19/85	Review of Certain Aspects of Group Home Care for Children in California
PEMD-85-2 6/28/85	Residential Care: Patterns of Child Placement in Three States
HRD-84-2 8/10/84	Better Federal Program Administration Can Contribute to Improving State Foster Care Program

SOCIAL SERVICE PROGRAMS (cont.'d)

HRD-81-156 9/24/81	Circumstances that Resulted in New York Receiving About Half of the Federal Foster Care Reimbursement to States in Fiscal Year 1978
HRD-81-73 4/20/81	Action Needed to Avert Future Overpayments to States for AFDC Foster Care

Juvenile justice programs

GGD-88-45BR 4/06/88	Juvenile Justice: Grant to the National Partnership to Prevent Drug and Alcohol Abuse
GGD-86-4 10/17/85	Implementation of Public Law 94-142 as It Relates to Handicapped Delinquents in the District of Columbia
GGD-85-6 10/26/84	Competitive and Noncompetitive Grant Awards Made by the Office of Juvenile Justice and Delinquency Prevention
GGD-84-85 7/09/84	Better Monitoring and Recordkeeping Systems Needed to Accurately Account for Juvenile Justice Practices
GGD-84-44 4/03/84	Drug Suppression/Habitual Offender Program Awards Were Proper [juvenile justice]
GGD-84-28 12/09/83	Propriety of Non-Federal Cash Matching Requirements for Juvenile Justice Grants
GGD-84-8 11/30/83	Appointments to and Operations of the National Advisory Committee for Juvenile Justice and Delinquency Prevention
GGD-83-40 3/09/83	Legislative Changes Are Needed to Handle Certain Cases Under the Federal Youth Corrections Act
GGD-83-23 3/22/83	Improved Federal Efforts Needed to Change Juvenile Detention Practices
GGD-82-42 4/16/82	The Office of Juvenile Justice and Delinquency Prevention's Special Emphasis Program Has Not Realized Its Full Potential
GGD-80-40 3/07/80	States Are Funding Juvenile Justice Projects That Conform to Legislative Objectives

SOCIAL SERVICE PROGRAMS (cont.'d)

Other social service programs

HRD-87-69 5/22/87	Health and Human Services: Documentation of Funding Decisions for Child Abuse and Neglect Grants Inadequate
GGD-86-41FS 1/28/86	Missing Children: Missing Children Data Collected by the National Crime Information Center
GGD-84-7 11/16/83	The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds
HRD-84-68 8/09/84	States Use Several Strategies to Cope with Funding Reductions under Social Services Block Grant
HRD-82-64 4/20/82	Sexual Exploitation of Children--A Problem of Unknown Magnitude
HRD-81-153 9/18/81	Followup Review to Report on Increased Federal Efforts Needed to Better Identify, Treat, and Prevent Child Abuse and Neglect
HRD-81-116 7/10/81	Intertitle Transfers--A Way for States to Increase Federal Funding for Social Services
HRD-81-8 10/29/80	Federal and State Actions Needed to Overcome Problems in Administering the Title XX Program
HRD-81-7 12/30/80	Guyana Tragedy Points to a Need for Better Care and Protection of Guardianship Children
HRD-80-66 4/29/80	Increased Federal Efforts Needed to Better Identify, Treat, and Prevent Child Abuse and Neglect

EDUCATION AND TRAINING PROGRAMS

OCG-89-18TR 11/88	Education Issues
HRD-89-132BR 9/13/89	Effective Schools Programs: Their Extent and Characteristics
HRD-89-131BR 9/27/89	Compensatory Education: *Aguilar v. Felton* Decision's Continuing Impact on Chapter 1 Program

EDUCATION AND TRAINING PROGRAMS (cont.'d)

HRD-89-130FS 7/21/89	Early Childhood Education: Information on Costs and Services at High-Quality Centers
HRD-89-83 8/29/89	Desegregation Activities: Administration of Education Grant Funds at the Cleveland School District
HRD-89-55 5/10/89	Vocational Education: Opportunity to Prepare for the Future
HRD-89-54 5/23/89	Special Education: Congressional Action Needed to Improve Chapter 1 Handicapped Program
T-HRD-89-8 3/07/89	Implementation of the Carl D. Perkins Vocational Education Act
T-HRD-89-1 10/05/88	GAO's Study of Overseas Department of Defense Dependents' Schools
PEMD-89-28 9/26/89	Education Reform: Initial Effects in Four School Districts
HRD-88-63BR 5/19/88	Impact Aid: San Antonio Military School Districts Can Adjust to Reduced Federal Assistance
HRD-87-133 9/30/87	Deaf Education: The National Mission of Gallaudet's Elementary and Secondary Schools
HRD-87-128BR 9/21/87	Compensatory Education: Chapter 1 Services Provided to Private Sectarian School Students
HRD-87-108 7/20/87	School Dropouts: Survey of Local Programs
HRD-87-102 8/27/87	Compensatory Education: Chapter 1's Comparability of Services Provision
HRD-87-85BR 4/30/87	Bilingual Education: Information on Limited English Proficient Students
HRD-87-26 1/30/87	Compensatory Education: Chapter 1 Participants Generally Meet Selection Criteria

EDUCATION AND TRAINING PROGRAMS (cont.'d)

PEMD-87-12BR 3/10/87	Bilingual Education: A New Look at the Research Evidence
HRD-86-106BR 6/23/86	School Dropouts: The Extent and Nature of the Problem
HRD-86-62BR 7/31/86	Special Education: Financing Health and Educational Services for Handicapped Children
HRD-85-18 11/19/84	Education Block Grant Alters State Role and Provides Greater Local Discretion
RCED-83-204 9/12/83	Bureau of Indian Affairs Plans to Consolidate Off-Reservation Indian Boarding Schools
HRD-81-65 9/15/81	Greater Use of Exemplary Education Programs Could Improve Education for Disadvantaged Children
HRD-81-43 2/05/81	Unanswered Questions on Educating Handicapped Children in Local Public Schools
CED-80-72 4/23/80	Should the Bureau of Indian Affairs Continue to Provide Educational Services to Indian Children?

Youth employment and training

HRD-88-118 9/30/88	Summer Youth Jobs Program: Congressional Action Has Increased Emphasis on Remedial Education
HRD-87-101BR 6/30/87	Job Training Partnership Act: Summer Youth Programs Increase Emphasis on Education
HRD-87-33 2/11/87	Youth Job Training: Problems Measuring Attainment of Employment Competencies
HRD-86-121BR 7/30/86	Job Corps: Its Costs, Employment Outcomes, and Service to the Public
HRD-86-69BR 3/31/86	Job Training Partnership Act: Data Collection Efforts and Needs
HRD-86-16 11/06/85	The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics

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HRD-85-4 3/04/85	Job Training Partnership Act: Initial Implementation of Program for Disadvantaged Youth and Adults
PAD-82-06 3/29/82	Labor Market Problems of Teenagers Result Largely From Doing Poorly in School
HRD-81-1 12/08/80	CETA Demonstration Provides Lessons on Implementing Youth Programs

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HRD-89-81 7/14/89	Health Care: Children's Medical Services Programs in Ten States
HRD-89-73 6/20/89	Health Care: Home Care Experiences of Families with Chronically Ill Children
HRD-89-12 10/26/88	Health Care: Availability in the Texas-Mexico Border Area
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HRD-88-17 10/14/87	Block Grants: Federal Set-Asides for Substance Abuse and Mental Health Services
HRD-87-137 9/30/87	Prenatal Care: Medicaid Recipients and Uninsured Women Obtain Insufficient Care

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HRD-87-67BR 5/04/87	Medicaid: Interstate Variations in Benefits and Expenditures
PEMD-86-16BR 7/21/86	Teenage Pregnancy: 500,000 Births a Year but Few Tested Programs
HRD-85-84 7/10/85	Early Observations on States' Plans to Provide Children's Mental Health Services Under the ADAMH Block Grant
HRD-84-35 5/07/84	Maternal and Child Health Block Grant: Program Changes Emerging Under State Administration
HRD-81-25 2/06/81	The Sudden Infant Death Syndrome Program Helps Families but Needs Improvement
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PEMD-89-14 6/15/89	Children and Youths: About 68,000 Homeless and 186,000 in Shared Housing at Any Given Time
RCED-89-174 8/89	Housing Conference: National Housing Policy Issues
RCED-89-50 5/11/89	Homelessness: HUD's and FEMA's Progress in Implementing the McKinney Act
RCED-89-20 2/16/89	Rental Housing: Housing Vouchers Cost More than Certificates But Offer Added Benefits

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HRD-85-40 4/09/85	Homelessness: A Complex Problem and the Federal Response
RCED-85-114 5/10/85	Federal Rental Housing Production Incentives: Effect on Rents and Investor Returns
RCED-85-108 4/23/85	Changes in Rent Burdens and Housing Conditions of Lower Income Households
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IPE-83-7 9/26/83	Federally Supported Centers Provide Needed Services for Runaways and Homeless Youth
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T-HRD-89-4 2/07/89	GAO's Cost Estimate of the Family and Medical Leave Act of 1989 (H.R. 770)
T-HRD-89-3 2/02/89	GAO's Cost Estimate of the Family and Medical Leave Act Proposal
NSIAD-89-204 9/27/89	United Nations: U.S. Participation in the Children's Fund
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SECTION II

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(as of October 1989)

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FEDERAL PROGRAMS FOR CHILDREN AND THEIR FAMILIES

Republican Additional Views

FEDERAL PROGRAMS FOR CHILDREN AND THEIR FAMILIES is an improvement over previous editions of this useful reference document. It is a valuable contribution as an overview of the complex maze of Federal programs which serve millions of American children and their families. The Congressional Research Service deserves our thanks for ably handling the difficult task of compiling budget and participation data for approximately 125 Federal programs.

With reports such as these, policy makers and program advocates are tempted to draw certain conclusions, such as whether the glass is half full or half empty. We caution readers not to use this Report for such a purpose. As valuable a resource as this document will be, its relevance to permit such an assessment should not be overstated. Although it clearly demonstrates our moral commitment not to simply abandon children to some Darwinesque theory of survival, it says nothing about the effectiveness of programs in eliminating poverty. It cannot be used to "blame" poverty on government policy and funding decisions in the past decade. It cannot be used to "prove" that a "new" child policy agenda is needed to provide a package of universal health, income security, education, and social services benefits for all children. Indeed, many children who participate in some of these programs are not poor.

Although this Report is an improvement over previous editions, we continue to be disappointed that the data for these programs go back only to 1981. We requested that the Report provide Federal funding dating back to 1970 and that funding levels be converted to constant dollars so that comparisons could be made. This would have revealed significant growth in the past twenty years in both the number of programs and the amount of resources which have been redistributed among families. While the CRS authors provided us all with a valuable lesson in the difficulties of making comparisons, policy-makers need such an historical perspective. We also requested that estimates on state funding of these programs be included. Although the Report acknowledges state matching requirements which some of these programs have, it does not adequately describe the financial commitment to child programs which states have taken. State and local governments spend more than $300 billion or roughly 59 percent of their budgets on social welfare programs.

It is our opinion that such data is critical to understanding the Federal role in helping children and families. It is instructive in itself to realize that many of these programs did not exist in 1970. Accordingly, we have constructed budget charts for nine of the major programs and provide the funding levels back to 1970 for many of the smaller programs.

While we agree that this compilation of programs will be helpful as a quick reference, we caution our colleagues about several points:

1. A child is likely to receive benefits under a number of programs. We need to look at the entire package of benefits a child is receiving to determine an accurate level of support.

2. Even knowing the total level of support received through the benefit package, we still could not measure the losses to the beneficiary and the taxpayer caused by the lack of coordination of services. This Report tells us nothing about client outcomes.

3. A child receiving support under some of these programs may not be poor.

4. Some of the programs have experienced significant legislative changes. Many nutritional programs, for example, trace their roots back in the 1940s.

5. This Report makes no attempt to measure organizational performance or program effectiveness. We are chagrined that despite increasing public resources, 1 out of 5 children live below the poverty level.

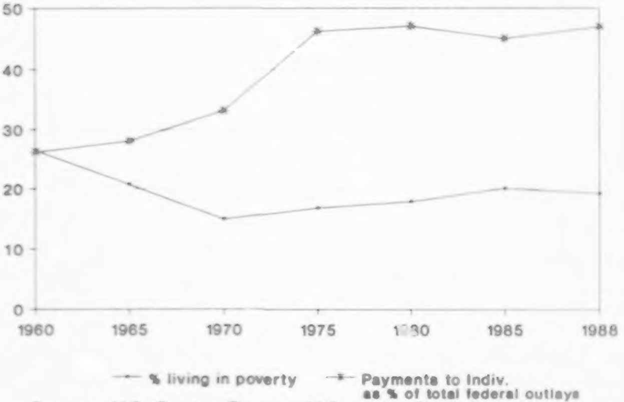
6. Although these are federal programs, most are administered by the States or through the private sector.

We should not pretend that these funding choices over the years are accidents or that somehow the locus of decision-making through the public policy process is anywhere other than in Congress. We are concerned that each time another program is layered upon the existing system, we continue to hide the underlying causes of poverty in America. This Report attests to the fact that we spend a great deal of money trying to alleviate the hardships of these problems, but that is dealing with the symptoms, not the real cause of the condition.

The programs should be viewed both individually and as part of a comprehensive system. The growth in the number of programs makes it more difficult to evaluate program performance and creates new problems in choosing among alternatives. In other words, "more" should not be construed to be "better." The Report is compelling evidence that these programs were created to solve a problem rather than to serve a person. It becomes clear that no one is really in charge of the major financial commitment to improve the lives and health of Americans. We know that a child often is at risk for a multiplicity of problems. But as long as Congress insists on micromanaging the present piecemeal system, children will likely continue to fall between the gaps. For example, in testimony before the Select Committee, the head of the U. S. Public Health Service stated that there were 93 programs administered by 20 separate agencies which were involved in trying to reduce infant mortality rates. Yet, the infant mortality rates among the very people these programs are meant to help remain at alarmingly high levels.

Although not by design, the Report subliminally tells us a great deal about government and governance. It is not merely a catalogue of child programs, it is a primer about the public policy process. Congress has created a maze of programs which confuse and frustrate the very people who would be served as it seeks to address the needs of those in poverty. The legal-jurisdictional boundaries which have been created in both the Legislative and Executive branches of government in splitting resources among 125 different programs often means that the function of a program is minimized rather than maximized to achieve the optimum outcome for the individual. Moreover, 95 percent of the budget for the Department of Health and Human Services, which funds the majority of children and family programs, goes to "mandatory" entitlement programs. In previous budget submissions, these were called "uncontrollable." More than 60 percent of the nondefense budget is committed to "mandatory" programs. This leaves little room to even consider redesigning the system. When programs are evaluated, they generally emphasize process rather than client outcomes. As the uncertainty mounts about how a program performs and how individuals are affected, Congress gives up choosing among alternatives. We simply add yet another program to the system.

When we juxtapose this Report with the Committee's other major report, U. S. Children and Their Families: Current Conditions and Recent Trends, 1989, we must also realize that despite these 125 federal programs, there are still alarming numbers of children living in poverty. We are confronted with the reality that these programs have demonstrated little effectiveness as means to eliminate poverty. As Graph 1 below shows, the percentage of children living below the poverty line dropped dramatically between 1960 and 1970, before many of these programs were implemented on a nationwide basis and before some were even created.



Graph 1 Poverty and Federal Spending

Source: U.S. Census Bureau, CPR, series P-20, No. 161 and unpublished data; President's Budget Proposal, FY 1991

Yet, as payments to individuals grew as a percentage of the federal budget, history shows a disturbing 15-year ascent of the percentage of children in poverty until 1985. Those who would blame the Reagan years solely for child poverty must explain the rise between 1970 and 1980 which accounts for 59 percent of the total number of families in poverty.

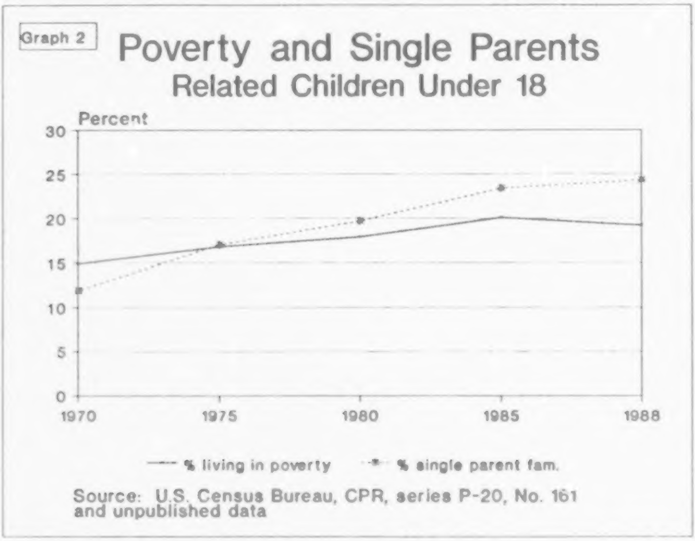
Further clarification of Federal spending in Graph 1 is required. First, payments to individuals includes all persons, regardless of age or income. Second, although payments to individuals declined as a percentage of the budget from 1980 to 1985, they nevertheless increased while the budget expanded. Table 1 shows the growth in federal payments to individuals in constant dollars and as a percentage of the gross national product from 1960 to 1990.

Table 1

OUTLAYS FOR INDIVIDUALS 1960-1990

Year	Billions of Constant Dollars	Percent of GNP
1960	$ 73.2	4.8%
1965	$ 92.7	4.9%
1970	$152.2	6.5%
1975	$265.8	10.1%
1980	$324.7	10.4%
1985	$380.0	10.8%
1990 (est.)	$426.7	10.5%

As Graph 2 shows, the rise in the percentage of children in poverty coincides with the increase in single-parent families.


Graph 2

Poverty and Single Parents

Related Children Under 18

Source: U.S. Census Bureau, CPR, series P-20, No. 161 and unpublished data

Between 1970 and 1988, the number of single-parent families more than doubled from 3.8 million to 9.4

million.[1] Children who live in single-parent families are four times more likely to be in poverty as children who live with both parents. As the percentage of children in poverty rose between 1970 and 1985, so too did Federal expenditures. In one dimension, the system "worked" as designed to respond to need. Expenditures rose to alleviate the hardships of poverty. But it also glaringly points out that programs were not preventive. Government could not keep up with the principle causes of child poverty in the United States today--the malformation and dissolution of families. The power to eliminate poverty has not been reposed in Capitol Hill or 1600 Pennsylvania Avenue, but rather rests in the millions of homes, neighborhoods, schools, businesses, and churches across the country.

We quickly realize that these programs are only at the edges of our national policies which affect families and that "federal" programs are only a subset of "national" programs. For example, although this Report describes 42 separate education and training programs, we cannot pretend to describe the foremost child program, education, without citing the leadership role of the state and local governments for their $160 billion investment in primary and secondary education. The Federal government contributes just 6 percent of the revenue for this national program of basic education and just 10 percent of the resources for higher education.

Particular attention should be drawn to the new programs of the 1980s as covered by the Report. They differ significantly from those which existed prior to 1970. The traditional programs, including social insurance, education and training, even to some extent the nutrition programs which benefit children, have generally been considered as creating opportunities for the future. They helped to make the playing field level so that individuals could excel to the best of their abilities. In turn, these programs would help produce the next generation of skilled workers.

But many of the new programs created in the 1980s and much of the increased funding under previously existing programs are more accurately the cost to repair the consequences of behavior. Federal outlays for drug abuse, for example, have grown from $1,128 million in 1981 to $5,543 million in 1989, an increase of nearly 400 percent. We cannot calculate how much of the demand for mental health services, Medicaid costs, AFDC caseload, special education budget, etc. is attributable to behavior, but clearly, the numbers are high. And, of course, the funding of children's programs is affected by competing demands. For example, state and local governments now spend $46.9 billion on law enforcement. Communities which must divert resources to the war against drugs and crime will not be able to invest that capital in people. Government budgeting is a zero-sum game. Every scarce dollar allocated to one program is taken from or denied to another.

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[1] U. S. Bureau of Census. Current Population Reports, Series P-23, No. 162, Studies in Marriage and the Family, U. S. Government Printing Office, Washington, D. C., 1989. p. 14.

We would also point out that the Report focuses on what the Federal government "gives" to children and families. It makes no mention of what it takes away from them through direct taxation, lost wages, and inflation. The worker's family has a natural right, not granted by government, to remuneration for labor. As working families struggle to earn a just living, government must not take it away through confiscatory policies. Work and strong families are inextricably intertwined in the modern world.

We are chagrined at the cavalier attitude which all too often permeates budgetary showdowns. When government provides a service to children, it is considered an investment. But when it comes to taxing families, children are considered a leak in the Federal pipeline. Fiscal parlance which describes untaxed family income as "lost" revenues to the Federal Treasury betrays a disturbing misunderstanding of the natural, Constitutional, and proper relationship between families and the government which exists to serve them. Whether designing a program for child care or for a college education, government should always allow maximum flexibility to the family in choosing how to use their own resources for the intended purpose.

Some people both inside and outside of government have charged that the United States does not have a national policy on children and their families. To contend that there is no policy by the absence of a singular legal code or program manual is to say that Great Britain does not have a constitutional government because a document comparable to ours does not exist there. By examining these programs, we discern the shadows of the federal policy on children and their families. National policy is rooted in the Constitutions and laws of the Federal and state governments, the functions of more than 83,000 units of governments and the myriad of judicial decisions. We should not confuse "national" with "federal." So the real problem is a conflict among competing policies, not the absence of policy.

Children are often at the intimate connection between government and the people it serves. To understand the depth and breadth of child and family policy, we must go far beyond these programs and consider the entire pyramid of Federal, state, and local laws ranging from abuse to zoning. Rational policy threatens to collapse under the sheer weight of seemingly competing interests between a child's natural right to the care and protection of family life and government policies which give preference to individual members of the family over the family itself.

In this Committee, we have said so many times, in so many different ways, that our children, individually and collectively, are our nation's treasure. Each child has great possessions and intrinsic value from the moment life begins. The fundamental test for government is to protect each child's opportunity to make a contribution to society. This is the essence of government's relation to its citizens.

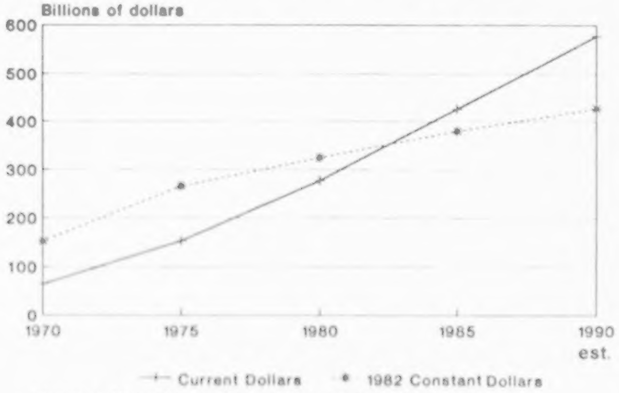
We are at the doorstep of a new era. Some industries are already experiencing labor shortages. Young people need to know that the labor market is expanding for those who stay in school and get a solid education. Communities need to organize the interconnections among groups necessary for economic progress. History teaches us that economic progress is a consequence of social organization. As day follows night, prosperity follows strong families and strong families need work. Work is the essential key not only to economic development, but also social development. Work is a condition which must be met for the formation of families as it teaches the values of responsibility, and indeed is a value in itself.

Just as countries in the early years of economic development appealed to their people's pride of nationalism, so too must communities appeal to pride in their schools, churches, and civic service organizations. People and their ideas, as they always have, will be the sparks to light the fires of new economic growth. Good child and family policy begins with a strong economy and continues with a limitation on government taxation.

Each program depicted in the following budget charts has its own story. Funding levels for a particular program may be affected by the state of the economy, legislative activity which has intentionally expanded or contracted eligibility, or by the wake of some larger piece of legislation such as an omnibus reconciliation act. And, of course, no budget can be fully understood without considering the impact of the Gramm-Rudman-Hollings Act. Regardless, we feel that the historical perspective these charts provide is critical to any informed budget discussion.

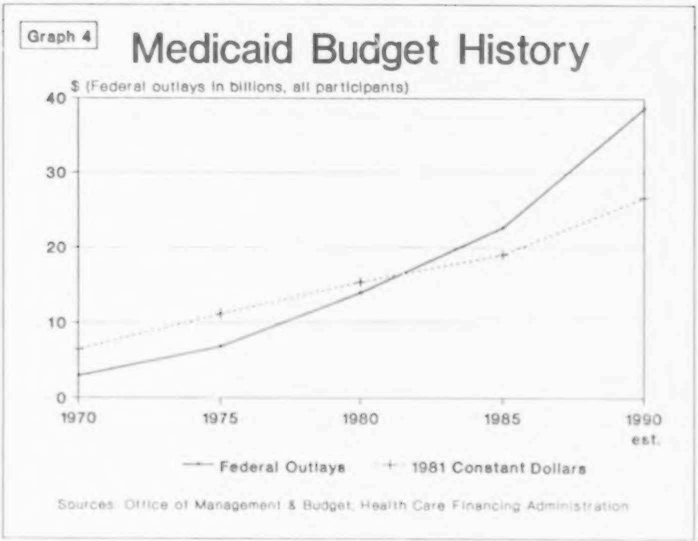
Graph 3

Payments for Individuals



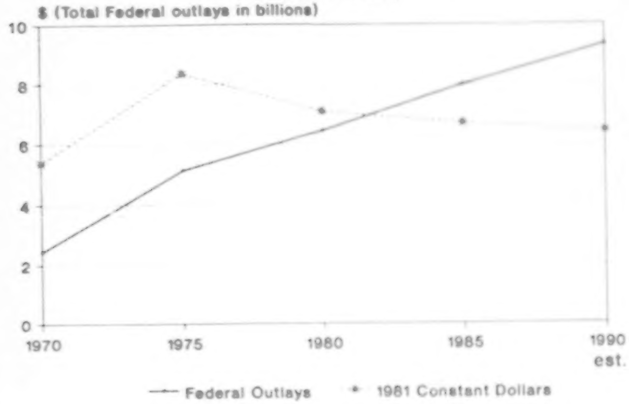
Source: President's Budget Proposal, FY 1991

Graph 3 clearly shows that payments to individuals did not falter during the 1980s. In terms of constant dollars, payments to individuals have more than doubled since 1970, increasing by 180 percent. Expressed as a percent of Gross National Product, payments to individuals have increased from 6.5 percent in 1970 to an estimated 10.5 percent in 1990. Payments for individuals reached their peak in 1983 as a percentage of GNP, at 11.9 percent. They averaged 7.8 percent of GNP in the years 1970-1974 (inclusive); 10.0 percent in 1975-1979; 11.1 percent in 1980-1984; and 10.6 percent in 1985-1989.



Graph 4: Medicaid, now the largest single program in the welfare system, experienced dramatic increases in the 1980's following more modest growth in the 1970's. Federal outlays of just under $40 billion are expected in 1990--a spending level approximately 13 times what it was in 1970. Medicaid serves three groups, the elderly, the disabled and the poor. The amount it spends on acute care for children constitutes only a portion of its total budget.

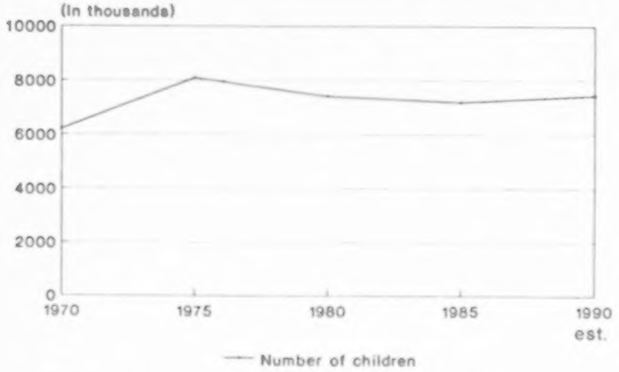
Graph 5 Aid to Families with Dependent Children (AFDC) Budget History



Source: Office of Management & Budget

Graph 5: AFDC is one of the oldest social welfare programs in the U. S. This chart depicts only the federal share of AFDC expenditures. The states provide another 46 percent in benefits.

This chart shows how difficult it becomes to interpret the actual spending on a program. At an initial glance, it shows that while current dollar expenditures for AFDC virtually doubled between 1975 and 1990, outlays in constant terms have been reduced. Some would conclude that benefits were reduced. But we also need to know that while the average monthly number of families remained stable at about 3.5 million families between 1975 and 1979, there were 900,000 fewer children receiving AFDC by 1979 as shown in Graph 6. More precisely, Graph 5 illustrates how the poor were robbed of their purchasing power during the 1970's as caseloads remained stable.

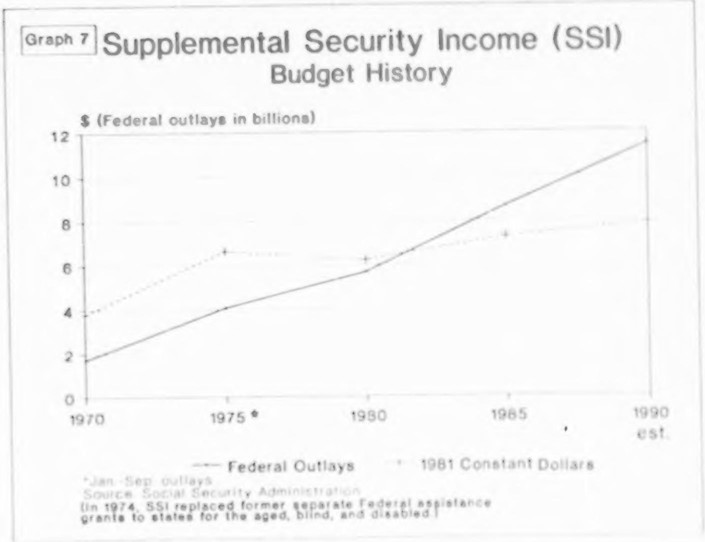


Graph 6 Aid to Families with Dependent Children

Average Monthly Number of Recipients

Source: Social Security Bulletin, Annual StatisticalSupplement, 1988.

Graph 6: As it represents the changes in the AFDC average monthly caseload of children, this graph also illustrates the conundrum of measuring the effectiveness of the welfare system--is the goal to subsidize a certain number of people or to help people escape from dependency?



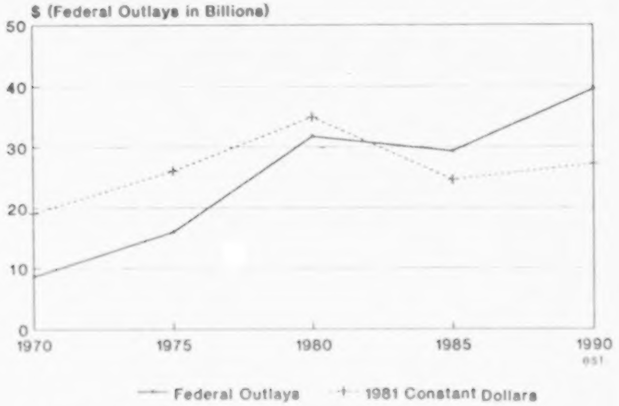
Graph 7 Supplemental Security Income (SSI)
Budget History

*Jan.-Sep. outlays
Source: Social Security Administration
(In 1974, SSI replaced former separate Federal assistance grants to states for the aged, blind, and disabled.)

Graph 7: Spending for Supplemental Security Income increased both in real dollars and actual outlays in the Reagan years. Outlays doubled between 1970 and 1980; they may do so again if 1990 estimates prove accurate.

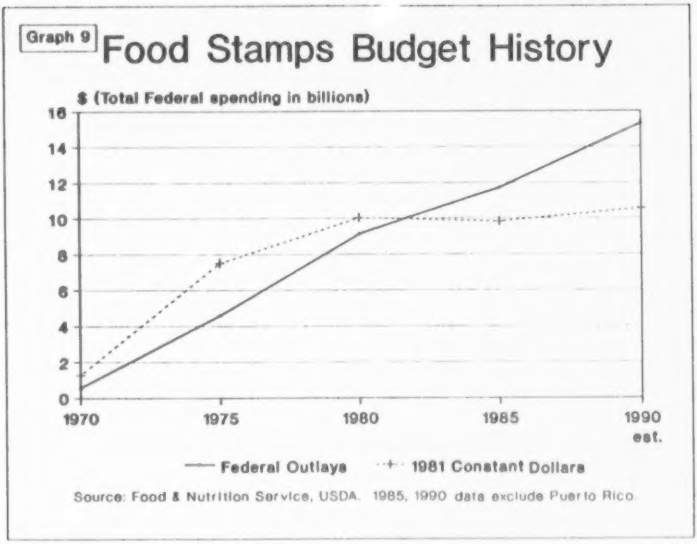
Like Medicaid, SSI serves others besides children: more than one-fourth of its beneficiaries are 65 or older. In a 1987 survey, nearly 21% of them had been receiving SSI for more than 13 years. The survey also showed that more than 17% of SSI's blind or disabled beneficiaries had been in "current pay" status for more than 13 years. Higher numbers of aged persons (some of whom may also be blind and/or disabled) receiving long-term benefits can account for higher levels of SSI expenditures. As of FY 1988, only 7% of blind and disabled SSI recipients were children.

Graph 8 Federal Outlays--Education & Training



Source: President's Budget Proposal, FY 1991

Graph 8: Federal outlays for Education and Training illustrates the need to demonstrate effectiveness in a program if support is to continue. The reduction in education and training experienced in the early 1980's is evidenced by elimination of the CETA program, conceded by Democrats and Republicans alike to be ineffective and riddled with waste and abuse. The outlay trend since 1985 is on the upswing, principally fueled by various education programs.

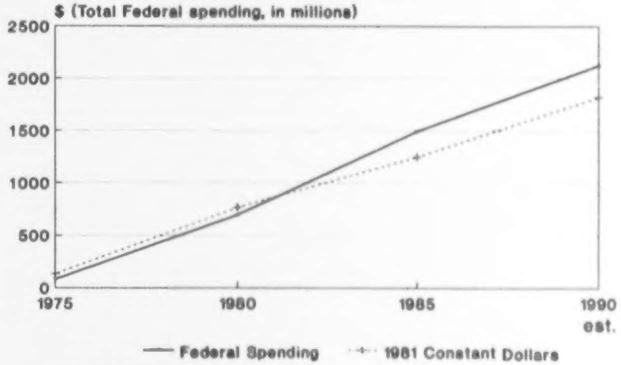


Graph 9 Food Stamps Budget History

Source: Food & Nutrition Service, USDA. 1985, 1990 data exclude Puerto Rico.

Graph 9: The Food Stamp program exemplifies the history of Federal social welfare programs as it grew from an experimental pilot program in 1961 to a 22 state demonstration program in 1964 into one of the fastest growing programs, fueled by expanded national eligibility standards as the program was implemented. The number of persons participating more than tripled between 1970 and 1975, from 4.3 million to 17 million. After slight growth to 17.7 million participants in 1979, more 3 million persons were added in 1980 and the Food Stamp caseload peaked at 22.4 million in 1981.

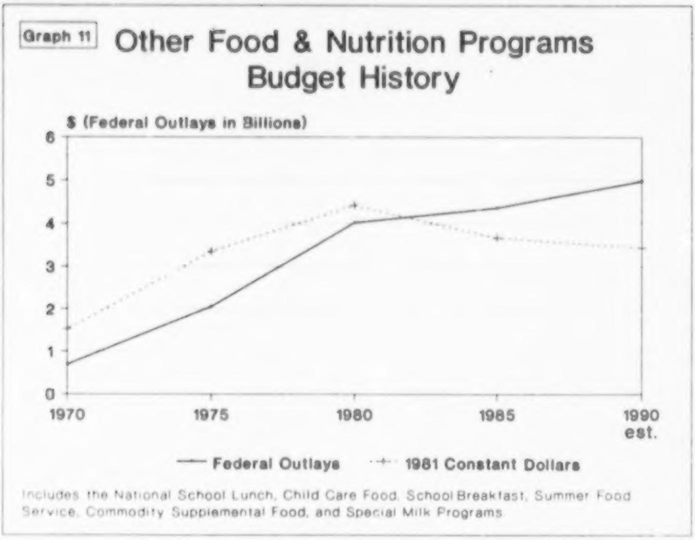
Graph 10 Women, Infants, and Children (WIC) Budget History



WIC program initiated in 1973.
Source: Food & Nutrition Service, USDA

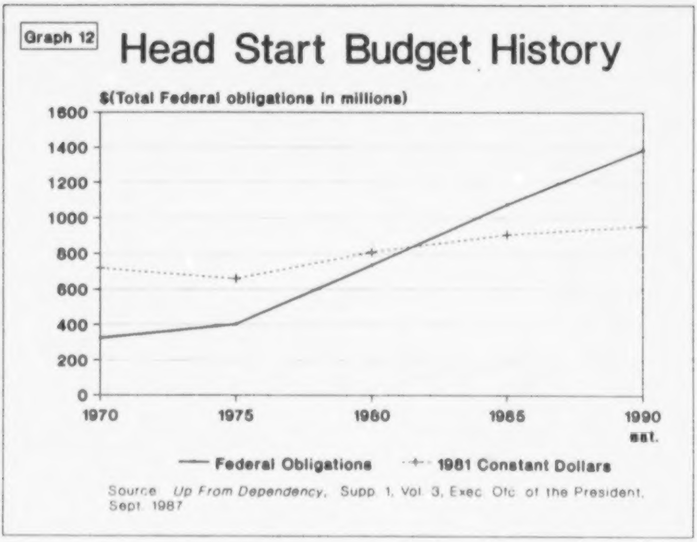
Graph 10: The Special Supplemental Food Program for Women, Infants, and Children (WIC) has experienced exponential growth throughout its 15 year history. By serving clients up to 185% of the poverty level, WIC serves working families as well as the actual poor.

Graph 11 Other Food & Nutrition Programs Budget History



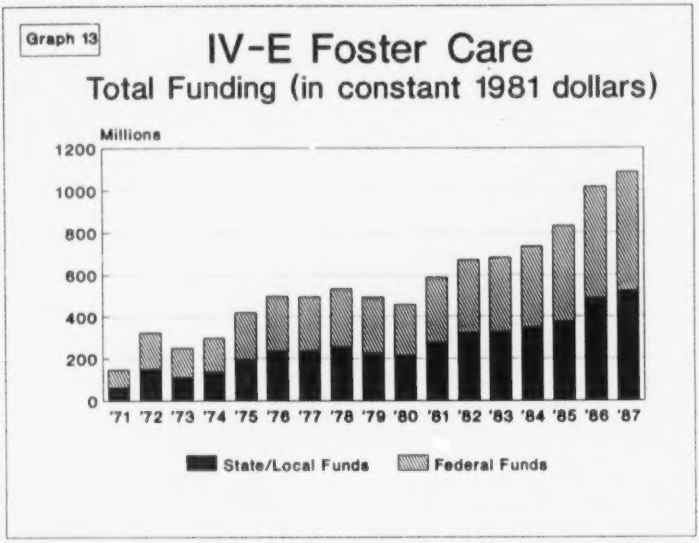
Includes the National School Lunch, Child Care Food, School Breakfast, Summer Food Service, Commodity Supplemental Food, and Special Milk Programs.

Graph 11: Spending for a variety of highly specialized categorical-type food programs, after a history of major increases that resulted in a quadrupling of outlays between 1970 and 1980, began to moderate after 1980. Increases have continued, but at a less frantic pace, reflecting important demographic changes. The number of school-age children has declined from 46.1 million in 1971 as its peak year to 39.8 million in 1986.



Source: *Up From Dependency*, Supp. 1, Vol. 3, Exec. Ofc. of the President, Sept. 1987

Graph 12: After experiencing a decline in constant dollar funding between 1970 and 1975, Head Start has since experienced uninterrupted growth. Over the years, Head Start's scope has been expanded to include other benefits and has been linked to a complicated formula that incorporates set-asides, builds upon prior-year levels received by states, and makes allowances for the numbers of children receiving AFDC benefits. Spending may therefore only partially reflect actual need given the peculiarities of the formula.



Source: ACYF, DHHS; Background Material and Data on Programs within the Jurisdiction of the Committee on Ways and Means, 1989. Conversion to constant dollars based on 1990 Budget Implicit Price Deflators for Composition of Total Outlays, OMB, January 1989.

Graph 13: Total Federal, state, and local funding for the Title IV-E Foster Care program declined in the late 1970s. Since 1980, funding has increased every year in constant dollar terms and now totals nearly $1.1 billion.

To conclude these additional views, we are including the spending history on most of the remaining children's programs. The 1970 funding level information was provided by CRS in the 1984 edition of **Federal Programs Affecting Children**.

Federal Spending on Children's Programs: 1970 and 1989

		(in Millions)
		actual
Program	FY1970	FY1989
Emergency Assistance	$5.9	$131.2(1)
Child Support Enforcement	*	$941 (1)
Social Security (Dependents Benefits)	$3,200	$11,000(1)
Unemployment Compensation	$3,300	$13,600(1)
Civil Service Retirement	$389	$126
Veterans Dependency & Indemnity Compensation	$594.6	$213.9
Veterans Non-Service Connected Death Pension	$2,300	$106.5
Black Lung Benefits	$10	$1,400 (1)
Federal Employees Compensation	$81.5	$988 (1)
Military Survivor Benefit Plan	$10.3	$803.7 (1)
Commodity Assistance for Child Nutrition Programs	$265.8	$530.4 (1)
Social Services Block Grant	$522 (3)	$2,700
Day Care Programs (Under Employment Programs for AFDC Recipients)	n/a (WIN)	$17 (JOBS)
Comprehensive Child Development Centers	*	$19.8
Dependent Care State Grants	*	$11.9
Income Tax Exclusion for Dependent Care Assistance	*	$120
Temporary Child Care for Children With Disabilities	*	$4.9
Military Child Care	*	$65.9
Child Welfare Services (IV-B)	$46	$246.7
Child Welfare Research & Demonstration (IV-B)	n/a	$11.0
Foster Care (IV-E)	$84.4(71)	$1,023
Independent Living (IV-E)	*	$45
Abandoned Infants Assistance	*	$10 (1990)
Adoption Assistance	*	$111.7 (1)
Adoption Opportunities	*	$6.0
Child Abuse Grants	*	$25.3
Child Abuse Challenge Grant Program	*	$4.8
Family Violence Programs	*	$8.2
Victims of Crime Act	*	$117.8(1)
DOD Family Advocacy Program	*	$15.7
Developmental Disabilities	*	$95.0
Runaway and Homeless Youth	*	$26.9
Drug Abuse Prevention for Runaway and Homeless	*	$15
Juvenile Justice & Delinquency Prevention	*	$66.7

	FY 1970	FY 1989
Drug Education and Prevention Relating to Youth Gangs	*	$15
Developmental Disabilities	*	$95
Adolescent Family Life	*	$9.6
Indian Child Welfare Act	*	$8.7
Indian Child Welfare Assistance	$4.2	$14.8
Refugee and Cuban/Haitian Entrant Assistance Program	*	$382.4
Foster Grandparent Program	$9.3	$58.9
Education for the Disadvantaged Local Education Grants	$1,300	$4,000
Education Block Grant for States	*	$463.0
Education Programs for Children With Handicaps	$96.1	$1,475.4
Bilingual Education Programs	$21.25	$110.8
State Agency Migrant Education Program	$51	$271.7
Migrant High School Equivalency	*	$7.4
Indian Education Programs	$118.1	$52.7(2)
Transition Program for Refugee Children	*	$15.8
Emergency Immigration Education	*	$29.6
Education of Homeless Children and Youth	*	$4.8
Even Start	*	$14.8
Follow Through	$70.3	$7.3
Drug-Free Schools and Communities	*	$354.5
Vocational Education	$377.7	$825.6
Impact Aid	$520.6	$733.1
Magnet Schools Assistance	*	$113.6
DOD Dependents Schools	n/a	$821
Training for Economically Disadvantaged Adults, Youth	*	$1,800
Job Corp	*	$741
Summer Youth Employment	*	$709
Maternal and Child Health Services Block Grant	n/a(3)	$554.3
Community Health Centers	$80	$414.8
Preventive Health & Health Services Block Grant	n/a(3)	$84.3
Childhood Immunization	$16	$126.8
Family Planning	*	$138.3
Alcohol, Drug Abuse, & Mental Health Block Grant	n/a(3)	$805.6
High Risk Youth Demonstration	*	$24.5
Community Youth Activity	*	$15
Demonstration Grant Program For Pregnant Women and Infants	*	$4.5
Pediatric AIDS Health Care	*	$7.8
Indian Health Programs	$107.7	$1,081
Indian Health Service Substance Abuse for Youth	*	$18.7

	FY 1970	FY 1989
Migrant Health Programs	$50	$45.7
Public Housing	$472.9	$3,200 (1)
Leased Housing Assistance	*	$9,800 (1)
Home Ownership Assistance	$22.2	$159.5 (1)
Rental Housing Assistance	$733	$625.7 (1)
Earned Income Credit	*	$3,800 (1)
Child Care Tax Credit	*	$3,500 (1)

Notes:
* = program did not exist that year
n/a= program existed but data not available for the year
(1)= FY 1989 estimate
(2)= Indian Education Act, part A only
(3)= Block grants combine 1970 categorical programs

(Signed)
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